

LAW ENFORCEMENT NEWS

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LAW ENFORCEMENT NEWS

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Carter's First Major Criminal Justice Statement Raps LEAA 'Waste', Ford's Anti-Crime Policies

Charging that LEAA has made "almost no contribution to reducing crime," presidential candidate Jimmy Carter told a gathering of 2,500 Democrats last week that he would "stop the waste of millions of dollars" of Federal anti-crime funds if he is elected in November.

Delivering his first major crime address of the campaign at Detroit's Cobo Hall, the Democratic candidate acknowledged that Federal assistance to state and local criminal justice agencies is a valid concept. "But waste, poor coordination and widespread mismanagement has enabled LEAA to spend \$5.2 billion while making almost no contribution to reducing crime," he said.

Carter emphasized that the agency has done little to ease overcrowding in the nation's courts, which he called "the bottleneck in our system of criminal justice." He charged that LEAA instead spent its money on ineffective equipment.

"A test program costing \$1.5 million

concluded that lightweight vests would not stop bullets," Carter said. "The LEAA bought 3,000 of the vests for policemen to use. The LEAA has developed experimental police cars, costing \$49,000 each, which police find impractical to use."

The former governor of Georgia challenged President Ford's statement that he would start a hundred-day war on crime if he is elected to another term next January. "Mr. Ford has already been in office for 800 days," he pointed out. "There are a hundred days left before January 20, 1977. He has no plan. If he wants to reduce crime, why doesn't he start his crusade now?"

Calling LEAA "the Republicans' showcase agency," Carter noted that during eight years of Republican rule, "crimes have gone up by 58 percent, and 27 percent in the last two years alone." He added that Republicans have set a tragic example for the country by violating the law.

"The Attorney General should be the highest symbol of honest, impartial administration of the law," he declared. "But two Republican Attorneys General in the last eight years have been convicted of serious criminal acts."

The Democratic candidate promised a "crack-down on white collar crime if he is

elected president. "The corporate criminal, the middle-class criminal, the white collar criminal too often get off with a slap on the wrist," Carter said. "This can only cause contempt for the whole concept of equal justice."

"White collar crimes cost this country at least \$40 billion a year. Yet there has not been a single felony indictment for price-fixing since Mr. Ford took office," he charged.

Carter also blamed Ford for being unresponsive to the nation's drug problem, and he accused the President of allowing the Drug Enforcement Administration to turn into "an administrative nightmare."

"Mr. Ford left it for six months without appointing an administrator," the former governor declared. "Mr. Ford likewise let the highly effective narcotics traffickers tax program wither on the vine."

Assuring his audience that he would revive the tax evasion program, Carter said that he would also consolidate three presently overlapping cabinet committees that deal with drug abuse and control into one agency. "I will personally see to it that it functions," the candidate added.

Noting that local police agencies should give priority to violent crime, Carter

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See Kelley in Job Jeopardy Over Speech Criticizing Media

The tenure of FBI Director Clarence M. Kelley has once again been threatened after the Ford Administration blocked him from delivering a speech which criticized media coverage of the Bureau.

Although Ford had supported Kelley last August in a public controversy over the director's use of \$355 in FBI-furnished valances, some Justice Department officials recently said that Kelley has been given signals to retire. He turns 65 next week.

Embroidered in his second controversial incident in an many months, Kelley denied having seen the text of the address until after he had boarded a plane bound for Albuquerque, New Mexico, where he had been scheduled to make the speech.

The address was pre-released in Washington on the evening of October 15, a few hours before Kelley was to deliver it to the New Mexico Press Association. The talk contained a policy statement, declaring that the FBI would not cooperate with Washington correspondents "who support hostile notions about our agency."

It added that some reporters were afflicted with a "scandal mania" which was destroying the credibility of the Bureau and charged that the correspondents had "journalistically bludgeoned" the FBI.

When the Ford Administration got wind of the speech's content, White House counsel Philip Buchen made the decision to force Kelley to change the text. He contacted Attorney General Edward H. Levi,

who had not seen the address, and the two agreed that Kelley's remarks were in direct contradiction with Ford's own views about the media. Ford, who was campaigning in Iowa, had previously stated that he believes he has been treated fairly by the press.

According to one report of the incident, Kelley was in a plane taxiing on the runway at Chicago's O'Hare Airport on the way to Albuquerque when the decision to quash the speech was made. The plane was called back to the terminal, and Kelley had a telephone "consultation" with Levi.

The report said that Levi told Kelley that his remarks did not reflect his or the President's policy. The Justice Department then issued a statement from Kelley that the speech "appears to give the wrong impression and does not truly reflect my feelings towards the press."

Later in that evening, the director told the New Mexico editors and publishers that the speech had been prepared for him by his "ministry of external affairs," and that after glancing through it while in flight, he began to have doubts about it. He then assured the association that "the FBI will continue the policy of openness" with the media that he instituted upon becoming director in 1973.

According to one Bureau official, Kelley had delivered another speech in Virginia earlier the same day, and it was therefore possible that he had not become aware of

Continued on Page 6

Arrest Four in NYCPD Protests; Deputy Mayor Urges New Layoffs

Protests by off-duty New York City police officers continued last week as mediated talks to resolve their contract dispute with the city began. On the eve of the negotiations, New York's first deputy mayor announced that the department would have to make further manpower cuts to help balance the city's budget.

While it is not yet known how First Deputy Mayor John Zuccotti's statement will affect the contract talks, PBA President Douglas D. Weaving called the notion of additional cutbacks "inconceivable." He and the deputy mayor are the chief participants in settling a contract dispute that involves a deferred pay raise and more demanding work schedules.

Proposing the reductions in a recent television interview, Zuccotti referred to a suggestion that the department, which has already lost 6,058 officers, could function with an additional manpower cut of 10 percent. The recommendation was made last week by Assistant Chief Inspector Anthony V. Bouza, who commands the uniformed forces in the Bronx.

Bouza is the subject of a high-level in-

vestigation for his handling of an incident at the Yankee Stadium Ali-Norton championship fight which involved rampaging youths and protesting off-duty policemen.

Protests Lead to Arrests

Almost a week after the stadium incident, four off-duty police officers were arrested at another demonstration outside Madison Square Garden. The arrests touched off an angry reaction by 1,000 other demonstrators. They broke off from the Garden protest, marched 25 blocks through the streets of midtown Manhattan, and threatened to storm the East 51st Street police station.

The protestors were stopped a half a block from the precinct house by barricades and a uniformed detail of about 120 sergeants and higher-ranking officers. There, they demanded the release of the arrested police officers, chanting "We want the cops; we want the cops."

PBA leaders attempted to ease the situation after the demonstrators nearly pushed through the blockade. At one point, Weaving spoke to the men through a bull-

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Now in Print

89 Pages
price \$2.95**EVIDENCE
TECHNICIAN
PROGRAM
MANUAL**By Joseph L. Peterson
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

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Enclosed is my check for \$2.95 for
each copy ordered _____. Please bill
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NewsBriefs. . . NewsBriefs. . .**Jordan Named to Replace di Grazia
As Boston P.D. Commissioner**

Superintendent-in-chief Joseph M. Jordan of the Boston Police Department has been chosen by the mayor to replace Police Commissioner Robert J. di Grazia, who recently announced his resignation.

In an October 5 news conference, Mayor Kevin H. White stated that the 52-year-old Jordan, a 30 year department veteran, would assume the top position on a permanent basis.

di Grazia, who plans to leave November 15 for a higher-paying position as chief of the Montgomery County, Md., Police Department, has commanded the city's 2,300 member force for four years. He said that money, "coupled with the fact that my term is nearing an end," led him to resign.

**Chicago P.D. Opens
\$10 Million Training Academy**

After two years of planning, the Chicago Police Department's \$10 million Police Training Academy was dedicated this month.

Housed in a two-level structure, at 1300 West Jackson Boulevard, are 22 classrooms, four lecture halls, offices, a combination drill hall and gymnasium, facilities for a medical section and two ten-position pistol ranges.

Mayor Richard J. Daley was present at the dedication ceremony as well as other police, political, and religious leaders. At the conclusion of the ceremony, uniform police officers gave guided tours of the facility and a new computer terminal patrol car was displayed. Other exhibits included a prisoner van, a working 911 model and various crime prevention sets.

The ultramodern Academy represents the fulfillment of the visions of three former police heads and the present superintendent, James M. Rochford.

Special features of the air conditioned academy include a driver simulator room, an equipment demonstration room, a crime scene mock-up room, a police library and lounge facilities.

**Speakers Urge Black Police
To Initiate Reforms**

Three prominent black leaders urged police officers attending a recent conference of the National Black Police Association to initiate reforms within their departments.

Dick Gregory, comedian and civil rights activist encouraged the 600 participants to set up national programs to provide national group insurance, credit unions, co-op

stores and other projects which would benefit black policemen.

Gregory, who won an award from the organization at its fourth annual conference told his audience to examine how police are being used in South Africa. "The world has changed and won't tolerate them taking guns and wiping out folks," he said, instead they are using their police force to control black folks."

Noting that those police are being manipulated by the power structure, Gregory warned that even in this country police can be used to prevent citizens from gaining their legal rights.

Earlier at the conference Arthur Fletcher, deputy assistant for urban affairs to President Ford became embroiled in a White House controversy involving statements he had made at a press conference.

Fletcher had said that, "an organized effort is being made to place a cloud over every black leader in the country. And I don't think it's an accident."

Later in the conference, Fletcher charged that he had been misquoted by a newsman who had brought the speech to the attention of members of the administration.

Atlanta Police Commissioner Reginald Eaves also spoke at the conference. He said that the problem of police brutality in black and poor white communities is still a great one, adding that the solution is for police departments to have a representative number of minority members.

**LEAA Conference Discusses
Legal Aid for the Poor**

An LEAA conference dealing with the provision of legal counsel to indigent defendants, attracted some 120 judges, public defenders, attorneys and members of law school faculties and legal organizations from throughout the United States.

The two-day meeting was set up by the University Research Corporation, a Washington D.C. based company which was granted a \$3.3 million LEAA contract last May.

The conference is only one of more than 100 training programs which the URC will conduct over the next two years. Fu-

WHAT'S ON YOUR MIND?

Have a comment you'd like to make? *Law Enforcement News* invites its readers to submit commentaries on any subject of current interest to the criminal justice community. All contributions should be sent directly to the editor's attention.

**Carter's First CJ Policy Statement
Rips Ford Administration Policies, LEAA**

Continued from Page 1
said that when he was governor of Georgia, the state stopped treating alcoholism as a crime to provide more medical aid to alcoholics and to free police and the courts so that they could focus on violent offenses.

Carter's address included a 16 point program against crime which he said should be put into effect immediately. He called for the implementation of government programs that would strengthen American families and neighborhoods, and urged all branches of the news media to publicize the methods of preventing and combatting crime.

Other Carter proposals dealt with

increased assistance to the courts, a law enforcement apprentice program, and prison reform. "We must reform our prisons and carefully plan every inmate's prison career to maximize the effect of rehabilitation programs," Carter urged.

The candidate also called for increased public assistance to the police. "We must back our law enforcement officers, give them adequate pay and training, and insure cooperation among different government agencies responsible for controlling crime," he said.

A complete text of Carter's speech along with President Ford's September 27 address to the recent IACP Conference can be found on Page 7.

ture conferences and seminars will present more than 7,000 criminal justice administrators with advanced techniques of criminal investigation, improved methods for juror usage, new ways to deal with inmate grievances, improved techniques to treat rape victims by criminal justice and medical agencies, and many other proven law enforcement advancements.

Workshops at the conference focused on ways of responding to a 1972 Supreme Court decision which had assured the right of legal counsel to all persons accused of offenses punishable by a prison sentence. That decision, *Argersinger v. Hamlin*, has been the subject of research by LEAA over the last four years. The agency found only token compliance to the law throughout the country.

**Police Fencing Operation
Nets 1,700 Stolen Items**

With \$64,000 from the Federal Government, the Georgia police, acting as "fences," bought 19 automobiles, six pickup trucks and 1,700 other items all of which were stolen. The operation which took place in Savannah and Atlanta led to the arrest of members of a fencing organization.

The police officers, working with Federal, state and local agents, had posed as tough and experienced criminals for six months prior to the arrests.

Burglars in the Atlanta and Savannah areas were convinced enough by the undercover police to sell them about \$1.5 million worth of stolen merchandise for about two-thirds of the \$100,000 provided by the Federal Law Enforcement Agency.

**LAW
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NEWS**

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Editor Peter Dodenhoff
Managing Editor Michael Balton
Associate Editors Dorothy Bracey
Karen Kaplowitz
Joseph Peterson
John Stead
Circulation Claire Villareal
Subscriptions James Tozzo
Advertising Arthur Portnow
Administration Charles Tozzo
Publisher Richard H. Ward

Contributing Writers: Michael Blinick, Ordway P. Burden, Janet E. Fishman, Robert McCormack, Steven Pasichow, Antony E. Simpson.

Correspondents: Dave Baxter (Missouri), Ken Braunstein (Nevada), Don Dahlstrom (Michigan), Gary Denise (California), George Felkenes (Alabama), Tom Gitchoff (California), Dorothy Guyot (New Jersey), Preston Horstman (Maryland), Dan King (Wisconsin), Art Kingsbury (Michigan), William Mathias (South Carolina), Lillian Reilly (New Jersey), Barbara Sacks (New Jersey), Joe Schott (Texas), Darrel Stephens (Missouri), Tom Twyford (New York), Tom Ward (New York).

Dallas Chief Byrd Cleared In Report of Race, Sex Slurs

The Dallas City Council recently voted to take no action against Police Chief Don Byrd for racist and sexist remarks that were attributed to the chief in a Washington Post article published last month.

Byrd's alleged remarks were contained in a story that was nationally distributed over the Post's news service. The article was reportedly based on an informal late night discussion between Byrd and other police chiefs at an FBI National Executive Institute seminar in Quantico, Virginia.

Washington Post reporter Phil McCombs quoted Byrd as saying, "If you put two women together [in a squad car], they fight. If you put a male and female together, they fornicate."

In the same story, Byrd was reported to have also said, "The niggers have to wear badges to keep themselves from killing each other. In Dallas, most of our murders are committed by blacks."

During a 30 minute closed meeting with the council, the chief explained that his remarks concerning male and female police officers were actually part of an anecdote told to him by another policeman in the 1950's. He added that his statement about blacks was in reference to another story that he told to the police chiefs about bootlegging in Oklahoma.

"It was one of those situations where we were sitting around the campfire at night, telling jokes and letting off steam," Byrd said in an interview. He emphasized that the racial quote was "totally out of order. I never used the term 'nigger' and I'm embarrassed and ashamed to be associated with it."

The chief contended that the anecdote concerning blacks involved an experience he had with an Oklahoma sheriff about 20 years ago. He said the sheriff told him that

"I have 27 white bootleggers in my county. I don't count the black ones because they have to wear badges to keep from selling it to each other."

Byrd declared that he was upset by the Post article. "It just infuriates me when somebody comes up with a bunch of hogwash like this," he said. "If anything I reportedly said, either in or out of context, offends the people of this city, then I apologize for it."

In another interview, Byrd implied that McCombs "was in over his head" in the session with some of America's top law enforcement executives. "He sure did miss it on what I had to say," the chief said.

When McCombs was informed of Byrd's reply, by the Dallas Times Herald, the reporter said, "I accept his explanation."

McCombs did not admit to misrepresentation, however. "I took out of my notes what I thought was relevant," he said. "I either didn't hear it or I didn't write it down."

In a Dallas Morning News article, McCombs sounded even more adamant. "The quotes are correct; they're accurate. We cleaned it up (the references to fornication) in that particular instance to be in good taste."

Before Byrd and McComb delivered their respective explanations of the matter, the remarks had created a sensation at the IACP Conference in Miami Beach and at a meeting of the Police Executive Research Forum. Forum member Herbert Williams, police director of Newark, N.J. and chairman of the National Organization of Black Law Enforcement Executives, launched one of the sharpest attacks against Byrd.

"I'm shocked and disturbed not by Byrd's attitudes because due to experience

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1976 Crime Act Renews LEAA, Limits Term of FBI Chief

The Law Enforcement Assistance Administration has been extended for three years and has been budgeted \$2.48 billion as a result of a compromise bill drawn up by a congressional committee. The bill also imposes a 10-year limit on the term of the F. B. I. director.

In addition, the bill mandates for the first time that the F.B.I. obtain congressional authorization of its appropriations, as do other agencies. Hitherto, the F.B.I. was required to appear only before the appropriations panels.

The measure also provides \$15 million in grants for a community anti-crime program, which would include escorts for elderly persons in high-crime communities and "block mother networks" to look after youngsters.

Included in the measure is a Senate amendment to the Act which directs the LEAA to allocate 19.5 percent of all Crime Control Act monies to combat juvenile delinquency. This would amount to about \$132 million in fiscal year 1977.

The Crime Control Act of 1976 contains a number of compromise provisions that were reached by House and Senate leaders. Over 70 substantive differences between the two legislative bodies were ironed out in what Rep. Robert McClory called a "really hard fought conference."

The major compromise set the length of the LEAA reauthorization period at three years. The House had proposed a one year extension "to put the agency on a 'short leash' trial status," while the Senate and the Ford Administration sought a five-year reauthorization mandate.

LEAA funding was another significant issue that was settled in conference. The new law sets spending ceilings of \$880 million for the current fiscal year which began

on October 1, and \$800 million for each of the following two years.

Although the appropriation is somewhat under the \$1-\$1.1 billion per year that was approved by the Senate, it does represent a \$127 million increase above the \$753 million already earmarked for this fiscal year.

While state courts failed to obtain any direct appropriation of LEAA money as had been planned, they did make considerable gains. The legislative conference approved Sen. Edward Kennedy's proposal which will create voluntary judicial planning councils which will be controlled by each state court of last resort.

Under the provision, the councils will draft the yearly plans for all state court improvements, and the proposals will have to be accepted by state criminal justice planning agencies (SPAs) unless specific cause is found.

To finance the proposed procedure, the new law increases the minimum Part B planning money available to each state from \$200,000 to \$250,000 with a clause that earmarks at least \$50,000 of the funds for use by the new judicial planning units.

The state courts will further benefit from a proviso which requires that each SPA board include a minimum of three judicial representatives. The law also lists insufficient funding of courts as grounds for rejection of an entire state plan and mandates that LEAA and the SPAs emphasize "programs and projects designed to reduce court congestion and backlog. . . ."

Another provision of the Crime Control Act strengthens civil rights compliance rules by mandating that LEAA suspend funding 90 days after discovering grantee discrimination. Federal funding can also be cut-off if the Attorney General files a law

Continued on Page 4

Grand Jury Probes SD Marshal Over Possible Official Misconduct

The San Diego County Marshal's Office is facing an upcoming grand jury investigation and the forced retirement of its director following allegations of misconduct published recently by a local newspaper.

Shortly after Marshal William F. Howell learned of the jury probe, Governor Edmund G. (Jed) Brown vetoed a special bill that would have permitted Howell to defer his retirement by five years until age 70.

Due to the separate actions, Howell will be out of office by the end of the year, and he will face possible criminal charges if the grand jury uncovers instances of wrongdoing.

The panel's decision to initiate the probe was based on misconduct allegations published in the San Diego Evening Tribune on September 10. The article outlined charges of possible misuse of public funds and employees by the marshal's office.

According to the story, deputies were being used as chauffeurs, messengers and errand boys for chaffs, politicians and other dignitaries. Tribune sources charged that many of the services were performed on county time using county vehicles.

Most of the sources were not named in the article, and Tribune reporter M.J. Lagies explained that "some identifying factors such as times and place have been altered slightly to protect the informant."

He noted, however, that "much of the information given here—it spans about 10 years—is supported by documents such as diaries and personal notes. Some is backed up by independent witnesses. Little, unfortunately, can be verified through the marshal's own records—the marshal does not keep records of courtesy services."

Lagies has already declared that he would not disclose the names of any of his anonymous informants, many of whom are employees or former employees of the marshal's office. However, the county's district attorney has reportedly been gathering his own evidence.

Although Chief Deputy District Attorney Richard D. Huffman declined comment on the matter, the Tribune discovered that at least four D.A. investigators have been assigned to the case.

Along with the witnesses and evidence generated by the district attorney's office, the grand jury is permitted by law to produce evidence on its own.

In announcing its investigation, the jury stated, "This review will be conducted as part of the jury's watchdog function. During the course of the review, however, the jury will be mindful that some of the claims allege or border on alleging criminal activity."

According to Huffman, the panel's decision to proceed under its watchdog function means that it can "conduct

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IACP Spotlight

IACP Members OK Resolutions on Right to Arms, Less TV Violence

A reaffirmation of support for the citizen's right to bear arms was among the 33 resolutions approved by the IACP membership at the annual conference last month in Miami Beach.

The Association's members said that a citizen has the right, subject to state law, to own, acquire and possess a handgun. They also endorsed, however, mandatory minimum sentences for persons convicted of crimes involving the use of firearms.

A broad range of problems currently facing both law enforcement and society in general was covered by the resolutions, which included a call for control over the exportation of stolen automobiles, endorsement of the 55 mile per hour speed limit, a recommendation that violent television programming be reduced, and a statement of opposition to legalized gambling in any form.

In dealing with the problem of television violence, the Association cited studies indicating that violent scenes on television can lead to the development or reinforcement of violent behavioral and attitudinal patterns.

Congress was urged to authorize additional studies into the psychological and social effects of media violence. Such research, the Association said, could be used by media programmers in combatting the problem. The media could also act more immediately, it was suggested, by discontinuing current trends of violence in

television and by seeking and implementing viable alternatives in programming.

Certain policies and practices of the Law Enforcement Assistance Administration drew the fire of the IACP members. In a strongly worded statement, the Association charged that the Omnibus Crime Control and Safe Streets Act of 1968 had been seriously breached by LEAA's purposeful withholding of funds from certain small police departments.

The resolution charged that LEAA's intent in withholding project funding is to force consolidation or regionalization of police agencies. To counter this, the police chiefs recommended that LEAA and the State Planning Agencies not be permitted to bar law enforcement agencies from applying for or receiving funding exclusively on the basis of the number of officers in the department or the number of citizens in the particular jurisdiction.

In other actions, IACP resolved that:

- Recognition should be given to the need for the formulation of accreditation guidelines for criminal justice programs in institutions of higher education. The Association endorsed the principles behind the work of the Accreditation and Standards Committee of the Academy of Criminal Justice Sciences.

- The collection of criminal justice statistics should be retained within the Uniform Crime Reporting section of the FBI.

Carter, Ford Stress Need For Merit Selection of Judiciary

The two major presidential candidates wish to remove politics from the selection of Federal judges and believe that there is a need for reassessment of the Federal judicial appointment process, according to recent statements released by the American Judicature Society.

In letters to Gerald Ford and Jimmy Carter, the society asked, "If you should be elected to the Presidency, would you initiate a process leading to a system of merit selection for Federal Judges designed to insure appointment to the Bench of men and women of highest professional and personal qualifications without regard to political affiliations?"

Gov. Carter responded by noting his creation of a judicial nominating commission composed of lawyers and lay citizens while he was governor of Georgia. He added that "political participation should not be a factor" in the selection of judges.

If elected, he said that he intended to "work with the Senate of the United States, the American Bar Association, the American Judicature Society and citizens groups throughout the country to create an equally effective plan of merit selection for Federal judges." Carter added that "During my Administration, judges will be appointed on the basis of merit."

In his response, President Ford questioned whether the current appointment process of Federal judges "moves in the direction of achieving optimum results in the selection of judicial candidates."

Ford criticized the role of "Senatorial courtesy" in selecting judges. "This phrase refers to a veiled selection process which

is heavily political and grounded in out-dated notions of Senatorial patronage," he said.

The President also questioned whether the current system is in the best interest of the American public and the Federal judiciary. "A greater degree of independence, participation and public visibility would enhance that selection process," he noted.

Chief Justice Edward E. Pringle of the Colorado Supreme Court, who is Past Chairman of the Board of the society, was optimistic about the candidates' replies to his inquiry. "Their responses reinforce a fundamental principle of the American Judicature Society," he said, "namely that judges should be selected on the basis of their ability and record without regard to political affiliation."

Pringle noted that one of the major goals of the 63 year old society has been the development of a method of selection that would be most likely to assure a highly qualified, independent judiciary. He called on both candidates to begin to outline their respective plans for judicial selection reform during the closing days of the campaign.

Criminal Justice Events Wanted

The editors welcome contributions to the "Upcoming Events" column. For best results, items must be sent in at least two months in advance of the event. Late-breaking items may be phoned in. Send to: Law Enforcement News, 444 West 56th Street, New York, NY 10019. (212) 247-1609.

Supreme Court Briefs

Following are summaries of recent decisions of the United States Supreme Court affecting law enforcement and criminal justice.

Double Jeopardy

The Supreme Court has held that the Government, under certain circumstances, may appeal a trial judge's reversal of a previous denial of a motion to suppress evidence, without placing the defendant in double jeopardy.

In the case decided by the Court, the trial judge had denied a defendant's motion to suppress, and then, in the bench trial, found the accused guilty. In light of a subsequent Supreme Court decision on an evidentiary issue in another case, the trial judge reversed his original decision and ruled in the defendant's favor. An appeal by the Government in such a case, the Court stated, would be constitutionally permissible. (*United States v. Morrison; United States v. Rose.*)

In another decision on double jeopardy, the Court, over the dissent of Justices Brennan and Marshall, ruled that the Government may file an appeal, without infringing on double jeopardy proscriptions, in certain cases where the trial judge has dismissed the original indictment against a defendant.

The circumstances outlined by the Court's ruling included where a judge declared a mistrial in the defendant's first trial, as a result of a hung jury. Several months later, in the case under review, the trial judge vacated the original indictment against the defendant, although the Government had been preparing to retry the case.

This case, as the previous double jeopardy appeal, was decided without the Court's having heard arguments on the issue. Justices Brennan and Marshall, in their dissent, favored the presentation of oral arguments in the case. (*United States v. Sanford.*)

Police Discipline

Again without hearing arguments, the justices affirmed a decision by a lower three-judge Federal panel, involving standards in police discipline.

The case involved four Boston police officers who were assigned extra work — without pay — because of unauthorized absence from duty. Under Massachusetts state law, police officers and firemen — but not other state civil servants — may be detailed to extra unpaid assignments as punishment for departmental infractions.

The Massachusetts law, the Court said, is rationally related to public safety. (*Ahearn v. di Grazia.*)

Self-Incrimination

The Court has heard opening arguments in the appeal of an Iowa murder case that raises questions as to violations of procedural rights guaranteed by the landmark 1966 decision of *Miranda v. Arizona*.

The appeal involves one Robert Anthony Williams, who was convicted and sentenced to life imprisonment in the 1968 sex slaying of a 10-year-old Des Moines girl. Both the Federal District Court and the Circuit Court of Appeals had voided Williams' conviction by the Iowa court, saying that Davenport, Iowa, police had deprived Williams of his Miranda-mandated rights by questioning him after he had indicated his wish to remain silent. (*Brewer v. Williams.*)

Burden of Proof

The Supreme Court has agreed to review a case challenging a New York law that requires a murder defendant seeking a reduction of the charges to manslaughter to prove "by a preponderance of evidence" that the crime was committed under highly emotional stress.

The petitioner contends that he is being stripped of his right to due process, because the law places the burden of proof on him. (*Parterson v. New York.*)

Search and Seizure

The Court has accepted for review two appeals raising questions about the need for search warrants in certain instances.

In the first, the Government is challenging a lower court ruling on the issue of whether both probable cause and a search warrant are required before customs officials may open an envelope they suspect to contain smuggled goods. (*United States v. Ramsey.*)

The second case takes issue with an appellate court decision saying that Federal agents should have gotten a warrant before searching a footlocker that was confiscated by them subsequent to an arrest. (*United States v. Chadwick.*)

Congress Passes 3-Year LEAA Renewal Bill

Continued from Page 3

suit alleging patterns of bias in a grantee agency. In both cases, however, financing will continue if corrective action has been taken.

Other aspects of the new law abolish the proposed High Crime Area program, multi-year planning proposals, and riot control programs. Provisions which would have required states to meet minimum physical and service standards before obtaining LEAA grants for improvement of correctional facilities were also rejected.

The new legislation establishes a revolving fund to support "Operation Sting" anti-fencing units and sets aside \$10 million for each of the three extension years for grants to state attorneys general to anti-trust groups.

Reworked language in the Crime Control Act requires an increased emphasis on evaluation by the National Institute, LEAA administrators and the states. A related provision stipulates that the agency carry out more detailed annual reporting to Congress.

A "mini-block grant" provision was revised by legislators to make it easier for local units of government with a 250,000 population base to acquire SPA approval for comprehensive plans, rather than individual projects.

Another aspect of the legislation mandates that statewide plans be submitted to state legislatures at their request for an advisory review before the plan is submitted.

The rider to the recent legislation which limits the term of the FBI director to 10 years does apply to current Director Clarence Kelley. Neither he or the Ford Administration voiced any objections to the measure.

Missouri Police's Use of CB Leads to Unexpected Benefits

Missouri, which may be the first state to furnish its entire field patrol car fleet with Citizen Band radios, is discovering that results have far surpassed all anticipations of the state patrol.

Col Samuel S. Smith, Superintendent of the Missouri State Highway Patrol, recently spoke of the results to an audience of police leaders in Miami Beach. The Superintendent told of the vital part the

CB's played in the police work of the state. In addition to saving lives, the patrol has arrested persons for murder, kidnapping, auto theft, house burglaries, escape from federal institutions and various other crimes as a result of the addition of the CB's.

Superintendent Smith also said that in the first year of Missouri's Citizen Band project (August, 1975 to August, 1976) base stations and patrol officers received a total of 99,391 CB reports. Of these calls, some eighteen percent reported violations or crimes from which 4,615 arrests resulted. Also because of the CB system, 1,556 arrests were made for driving under the influence of alcohol.

In addition, 876 calls involving reports of persons driving the wrong way on a divided highway, resulted in 113 arrests on that particular charge and 18 arrests on other charges. Two arrests for indecent exposure were reported on CB by truck drivers, who are able to see more clearly because of their higher vantage point.

The patrol superintendent also stated that of the calls received during the project year, 82 percent were either reports of dangerous conditions on the highways or appeals for assistance. Col. Smith also said that of all the accidents that Missouri patrolmen had investigated, about 20 percent were initially reported by CB radios. According to Superintendent Smith, the accident notification time by CB was seven minutes, about half the time it would take to report the accidents by the previously used methods.

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A Selective View of Police Research in the United States

By DAVID J. FARMER

David J. Farmer directs the Police Division of the National Institute of Law Enforcement and Criminal Justice, which is the research branch of LEAA. He was formerly the Special Assistant to the Police Commissioner, and Director of Operations Management in the New York City P.D.

Farmer has also served as a Public Safety Commissioner for Park Forest South, Illinois. An American citizen who was born in Devon, England, he is a graduate of the University of Toronto and the London School of Economics. He is the author of *Civil Disorder Control*, and he has served as a consultant to more than 50 U.S. law enforcement agencies.

(Reprinted with permission from the Police Journal)

In police management and operations, it is becoming increasingly clear that the old ways may not necessarily be the best ways. Research being conducted in the United States is challenging time-honored assumptions about traditional approaches and the police community is entering a period where research is becoming more widely recognized among police practitioners as a necessity rather than a hindrance. This article attempts to convey the general sense of these challenges and of police research work in progress in the areas of (1) patrol, (2) program performance measurement, (3) anti-corruption management and (4) criminal investigation. In doing so, a choice has been made to omit reference to the research activity in progress in other areas of police management and in the numerous other research areas being explored with the support of the National Institute and of others.

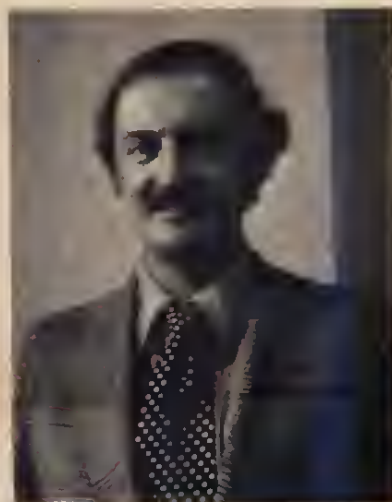
But first a word about police science itself . . . Probably the most important event in the history of American policing is that "police science" is now advancing more rapidly than at any time previously from its primitive prescientific state toward the beginning of a serious subject. Much of this has resulted in this country from the legislation of the later sixties and the consequent involvement of the Federal Government in funding law enforcement improvement. Compared with the massive need for the practical results of police research, the beginning has been slight. But compared with rudimentary state-of-the-art knowledge of police affairs, the beginning has been significant. Police science is still a subject where the textbooks rely heavily on professional anecdotes, descriptive experience and ad hoc rules-of-thumb. The golden rule (no one knows why), for instance, is that detectives should be ten per cent of the force and that vice should have two per cent. The textbooks are also uneven, giving scant coverage to subjects such as productivity, corruption and internal discipline. But harder data are becoming available, and more police research is being undertaken. While the police industry continues to invest proportionately less in research than do most profit-conscious corporations, old traditions are being challenged and the need to fill the inadequacies in our present state of knowledge is being more keenly felt.

1. Patrol

Traditional police patrol concepts are now being seriously questioned in several significant studies. Taken together, the impact of these studies could be profound for American policing. It is being recognized that the old assumptions are not necessarily true, and that more research is necessary in this area. The concept primarily at

issue is that of traditional preventive patrol. Pertaining to this the three important studies—the South Patrol Experiment (or Proactive-Reactive Patrol Study) conducted for the Police Foundation in Kansas City, Missouri; the Response Time Study undertaken for the National Institute of Law Enforcement in Kansas City, Missouri and the Split-Force Patrol Experiment being conducted for the National Institute in Wilmington, Delaware. Among the other concepts at issue (but discussed in this article) are the utilization of women on patrol, the efficacy of aggressive patrol duties usually reserved for sworn personnel.

Traditional preventive patrol is based on the use of uniformed police officers who patrol at random in assigned geographical areas. Here they respond to calls for service and, in the residual time available, drive their vehicles or walk their beats for preventive patrol purposes. In two ways this is usually thought to prevent crime. By creating a feeling of police omnipresence, a general deterrent effect is said to be exper-



David J. Farmer

ience by the potential criminal. By intercepting crimes in progress, the general patrol officer on his beat (like a ship on station waiting for the enemy to emerge) is thought to be in a good position to respond rapidly to a call for service.

Dissatisfaction with traditional preventive patrol has been felt by some police administrators because these rationales for the traditional approach are open to question. The administrators are concerned with cost effectiveness of the traditional concept and with the desirability of developing more effective strategies. Unfortunately, such is the state of police science that common sense and ad hoc experience have been the administrator's only guides—prior to recent experiments. On the one hand, the traditional belief has been that conspicuous patrol—involving highly distinctive uniforms and marked vehicles—seems the most effective way to deter the potential criminal. Recent experience in a few departments, on the other hand, has seemed to indicate the efficacy of supplementary patrol in casual clothes (e.g., New York City, N.Y.) and of city-wide patrol in the less visible blazers (e.g., Menlo Park, California)—increasing the feeling of omnipresence (as the potential criminal's imagination might even multiply his feeling of police presence) as well as augmenting community satisfaction.

The same dissatisfaction is felt about interception chances. Interceptions do sometimes occur—and the anecdotal evidence of the station house is strong, despite the relative infrequency of such occurrences. Yet the randomly patrolling off-

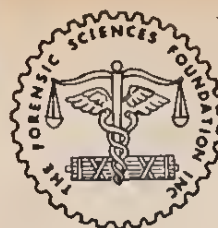
icer has a small chance of intercepting a crime in progress, particularly as so many crimes occur in private places. The mathematics of probability are against it—as Richard Larson (e.g., in the fourth chapter of his *Urban Police Patrol Analysis*) and others have shown. The same sort of uneasiness is felt about response time. There are situations where a fast response has been a matter of life or death, and, yet, it does seem ludicrous to rush with sirens and lights to a past burglary. Again, it does seem that people "out there on patrol" will get there quicker than if the police operated on a fire station basis. Yet fire departments do not patrol and nevertheless they respond quickly enough for their purposes. Light is now being shed on these dissatisfactions by the Kansas City, Wilmington, and other experiments.

The Proactive-Reactive experiment undertaken in the Kansas City Police Department has cast serious doubt on the effectiveness of traditional preventive patrol. In the words of Police Chief Joseph McNamara, it has shown that "routine patrol in marked police cars has little value in preventing crime or making citizens feel safe" and the substantial amount of time spent on routine preventive patrol might be devoted to more productive assignments. The experiment on which these conclusions are based is detailed in George L. Kelling, et al. *The Kansas City Preventive Patrol Experiment: A Summary Report and a Technical Report* (The Police Foundation, Washington, D.C., 1974). A 15-beat segment of the city was utilized for the experiment. Five of these beats were designated as re-

active, in which officers only responded to calls for service and in which preventive patrol was discontinued. Five matched beats were control areas, in which preventive patrol was maintained at normal levels; and five were designated as proactive areas in which preventive patrol was increased up to three times the normal levels. Victimization surveys were conducted to take account of unreported crime; community surveys were undertaken to assess business and other public satisfaction; and crime and other data were analyzed. The validity of this study has been severely criticized—for example, in the *Police Chief* magazine in June 1975. The most significant criticisms concern the location of the cars withdrawn from reactive beats when not responding to calls for service; the small sizes of the beats, presenting uncertainty concerning public perceptions of variations in patrol levels; and the small sample sizes utilized in the surveys. Certainly, many of the criticisms seem justified—see University City Science Center, *A Review and Assessment of Traditional Preventive Patrol*, Philadelphia, 1975, for a sound assessment. Certainly, the experiment should be replicated. (For that matter, why not in England?) Equally certainly, the experiment—although flawed—has much to offer the police administrator.

The Response Time Study, supported by the National Institute and again undertaken in the Kansas City Police Department, is also challenging tradition. Accepted wisdom in the police community is that response time is a critical factor affect-

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FBI's Kelley in New Hot Water Over Planned Speech Rapping Media

Continued from Page 1

the sharp language in his prepared remarks until he was on the way to New Mexico.

However, the fact that copies of the speech were distributed to reporters in advance indicates that Kelley had played a role in formulating the concepts elaborated in it. The pre-release procedure also signaled that the change in the Bureau's press policy had already been put into effect.

As copies of the speech were handed out before it was recalled, one FBI spokesman was asked which correspondents Kelley was referring to in his planned remarks. The official replied that "the people the Director has in mind know who they are."

The spokesman added that the FBI, following the concepts in the aborted speech, planned to withhold its cooperation from journalists it felt were preparing a "hatchet

job" on the Bureau or were intending "to make us look bad."

Noting that Kelley had not written the speech himself but that he had approved of its concept, the spokesman said that only the director has the authority to order such a change in the Bureau's policy toward the press.

After his telephone conversation with Levi, Kelley released a statement contending that the address might have gone overboard in its criticism. "We seek not to blame others for our plight," he said, but conceded that "perhaps our concern unduly intruded upon our reason and gave rise to rhetoric which too harshly assessed the blame on the press."

The original speech had warned that the FBI "will not continue to throw open the doors for those [journalists] who invariably dash us with scalding water."

Investigate Charges of Misconduct Against San Diego County Marshal

Continued from Page 3

the widest possible range of inquiries."

"Another point to remember," Huffman said, "is that under the watchdog rules the jury can make public comment on the outcome of its investigation."

"If they had gone the other way and found no evidence of criminal conduct, they would be hounded by law to say nothing," he added. "There would be no public report on their work, only silence."

In its county watchdog mode, the panel is not allowed to return indictments, but it can turn its findings over to the D.A. and ask him to prosecute.

Marshal Howell might bear the brunt of the jury probe. The Tribune article cites a number of instances where he allegedly procured state legislative favors not the least of which was the recent retirement bill.

According to the article, Howell had

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allegedly promoted a similar piece of legislation five years ago. The marshal was then approaching his 60th birthday and the legislature approved a special bill deferring his retirement age until 65.

The Tribune quoted Superior Court Judge Hugo Fisher, a former State Senator, as saying, "Bill Howell has been very astute to be helpful to any legislator. Howell opposed me because I didn't like some of the goodies in his office, but that didn't stop him from picking me up at the airport whenever I flew into town."

Noting that many attempts have been made to do away with the Marshal's Office in its present form, reporter Lagies charged that of the three top peace officers in San Diego, "Bill Howell commands the smallest force and the largest paycheck."

"Howell, with a force of about 130 sworn personnel, makes \$39,478 a year," Lagies wrote. "Sheriff John Duffy, with 650 sworn personnel, makes \$39,005. Police Chief Bill Kolender, with more than 1,100 men and women, earns \$35,800."

Despite repeated attempts to contact him for his reaction to the allegations, Howell was unavailable for comment.

Dallas City Council Shuns Action Against Chief Byrd Over Race Slur

Continued from Page 3

in police work I know the attitudes exist," Williams told the Fort Worth News-Tribune. "But I resent the fact that Federal funds are being spent to support this type of undemocratic racist and sexist behavior in a drinking party at the FBI Academy."

Williams called on the citizens of Dallas to demand an explanation. "I simply cannot conceive that a person who made remarks like that could equitably and fairly handle the affairs of a major police department."

As part of his subsequent explanation about the incident, Byrd said, "The black people in this department who know me don't believe it anyway."

That sentiment supported by Calvin Howard president of the Dallas chapter of the Texas Peace Officers Association, an all-black group. He said that he thought Byrd's statement was a "misprint or an error on the news media's part because it

doesn't sound like Chief Byrd. It is out of character for him."

However, other Dallas leaders did not exhibit the same degree of understanding. City Manager George Schrader, who participated in the council meeting, said it is apparent that the late-night session held by the police chiefs was "unbecoming and unprofessional." He added that Byrd was at fault for taking part in the discussion group but that he was not guilty of using a racial slur.

"Chief Byrd has been admonished and has apologized," Schrader declared. "He has returned to his effort to direct the law enforcement in the City of Dallas, closing this unfortunate matter unless other new and contradictory information emerges."

A spokesman for the Dallas Police Department noted that the chief would not seek a retraction from the Washington Post. "It's a closed matter as far as we're concerned," he said.

Compensation for Crime Victims

Ordway P. Burden serves as a consultant on citizen involvement to the International Association of Chiefs of Police, the National Sheriff's Association, the International Conference of Police Associations, and the Fraternal Order Of Police. He is national chairman of the Hundred Clubs Informational Council.

Hundred Clubs are voluntary associations of business and professional people who have raised more than \$4 million for families of police killed in the line of duty.

News and photos on current developments in the police profession, high level promotions, and highlights of speeches by responsible spokesmen should be mailed to Ordway P. Burden, 651 Colonial Boulevard, Westwood Post Office, Washington Township, New Jersey 07675.

If you happen to be an innocent party in the wrong place at the wrong time, you are apt to wind up on the short end of the stick. A crime victim suffers not only at the hands of the criminal but from the indifference of society. Society may send a criminal to college in an attempt to rehabilitate him, but not send to college the children of the man he has murdered. The victim gets short shrift.

It's time we try to help the victim of crime. The concept of restitution dates back to the ancient code of Hammurabi, which set forth specific penalties for criminals and specific compensations for victims. Unfortunately the centuries have seen criminal fines go increasingly to government and rarely to the injured party.

The trend now is for states to create compensations boards for victims of violent crimes. Some pay the victim of a violent crime and his family out-of-pocket medical, legal and funeral expenses, loss of income, or loss of support not covered by insurance.

In 1963 New Zealand was the first to establish such a board, followed by Great Britain, Sweden, Australia and parts of Canada. California and New York set up violent crimes boards in 1966 and 15 other states have followed suit. These 17 states compensation boards share these features:

- The victims must report the crime to the police, and a claim must be filed with the board within one year.
- Injuries from car accidents are excluded unless the car was used as a weapon.
- The attacker need not be convicted of a crime for the victim to be awarded compensation.
- Wife beating and child abuse by parents or relatives are not compensated. Victims who are related to their attackers are not eligible for compensation.
- Compensation is barred for brawls or fights when it can be proven that the victim provoked or contributed to an attack.
- A victim injured by the person with whom he or she is living cannot win compensation.

Most boards do not pay for a victim's pain and suffering, nor do they compensate for property damage or theft.

Awards vary from state to state. New Jersey, for instance, has a limit of \$10,000 for permanent incapacitation or death. By contrast Maryland may award as much as \$45,000. Most set a minimum of \$100 in medical bills or lost income not covered by insurance before a victim's case is taken.

Many densely populated urban states have more crime victims than they can handle. New Jersey spends \$50 million a year on prisoners but allots only \$1 million for citizens who are victims of violent crime. There were more than 31,000 such crimes in that state last year yet the State Violent Crimes Compensation Board had money to compensate only about 300 victims—fewer than one per cent of the total.

When the N.J. State Compensation Board began its current fiscal year on July 1, 1976, it already had a backlog of 1,929 cases. It has so much work and has so few dollars that it abolished its one-time policy of advertising its services. The Board has three members, including two lawyers; two claims investigators; four secretaries; and a backlog of almost 2,000 cases growing at a rate of 110 new claims each month. The staff can dispose of about 40 claims a month.

There is a bill pending in the New Jersey legislature which would take a 10 per cent surcharge on all criminal fines to augment the board's budget. There is some question whether even this would be sufficient; it has been proposed that the surcharge be extended to automotive fines. Delaware has done this but there is a question of constitutionality.

A Federal bill to provide funds for states with compensation boards has been stalled in Congress.

Perhaps compensation of crime victims is a form of social insurance whose time has come—only 4,000 years after its introduction by Hammurabi.

(Ordway P. Burden invites correspondence to his office at 651 Colonial Boulevard, Westwood P.O., Washington Township, N.J. 07675.)

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Crime and the '76 Campaign: Ford, Carter Face the Issues

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LAW ENFORCEMENT NEWS

October 19, 1976

Text of Remarks by Governor Jimmy Carter
Delivered on October 15, 1976 at Cobo Hall
Detroit, Michigan

The time has come to declare that crime is unacceptable in our nation and to harness the combined resources of all government agencies and private efforts to achieve an orderly society. The purpose of our system of law is to ensure justice. But first it must permit our people to be safe in our homes, on our streets, and in our places of business, meeting and worship.

Eight years ago, Mr. Nixon ran for President on a platform of law and order. He promised he would wage a war against crime. He did not keep that promise. In eight years of Republican rule, serious crimes have gone up by 58 percent, and 27 percent in the last two years alone.

At the current rate, burglaries take place on an average of once every ten seconds. There are seven rapes every hour. During the time we are meeting here today, 180 buildings will be broken into throughout the country, twenty people will be robbed, and, somewhere in our nation, one person will be murdered.

Gangs of teenaged criminals have become a major threat in many of our cities. There are as many as 2,500 of these gangs, with 80,000 members, in our four largest cities. In Los Angeles, there were 112 gang-related murders last year. Here in Detroit, you have seen the way these gangs can bring anarchy to portions of a great city.

We must remember that crime and lack of justice are especially cruel to those least able to protect themselves. Last month in New York, an elderly couple, immigrants from Germany, hanged themselves to escape the constant harassment of teenaged criminals.

Restoring order to our society is not a question of liberal versus conservative, Republican versus Democrat, black versus white; rich versus poor. It is a question of leadership.

Recently we saw another example of the failure of leadership in this Republican Administration. Two weeks ago, Mr. Ford promised that he would start a hundred-day war against crime next January

"The concept of Federal assistance to state and local anti-crime forces is a good one. But waste, poor coordination and widespread mismanagement has enabled LEAA to spend \$5.2 billion while making almost no contribution to reducing crime."



if he is elected for another term. Mr. Ford has already been in office for 800 days. There are a hundred days left before January 20, 1977. He has no plan. If he wants to reduce crime, why doesn't he start his crusade now?

The Republicans' showcase agency has been the Law Enforcement Assistance Administration. The concept of Federal assistance to state and local anti-crime forces is a good one.

But waste, poor coordination and widespread mismanagement has enabled LEAA to spend \$5.2 billion while making almost no contribution to reducing crime. The LEAA has done nothing about youth gangs. It has done little to assist our overcrowded courts, which are the bottleneck in our system of criminal justice.

Instead, it has often spent its money on wasteful, unnecessary equipment. A test program costing \$1.5 million concluded that lightweight vests would not stop bullets. The LEAA bought 3,000 of the vests for policemen to use. The LEAA has developed experimental police cars, costing \$49,000 each, which police find impractical to use. The LEAA provided several helicopters, which one large city is unable to maintain. Police officers in that city now ride a helicopter owned by a local television station. As President, I will stop the waste of millions of dollars of LEAA funds.

The Republicans have also tragically set an example not of respect for the law, but of violation of the law. The Attorney General of the United States should be the highest symbol of honest, impartial administration of the law. But two Republican Attorneys General in the last eight years have been convicted of serious criminal acts. The FBI has been shaken and demoralized by accusations of illegal conduct, and by efforts by the White House to use the FBI for political ends. The Drug Enforcement Agency, created in 1973, has already been tainted by scandals that forced its director to resign.

Our overcrowded court system is now a major cause of crime. Career criminals take advantage of the system, often committing additional crimes and terrorizing potential witnesses while out on bail. In Washington, D.C., according to a recent study, one-third of the people arrested for robbery were out on bail from previous arrests. In Pennsylvania and Wisconsin, sixty percent of those convicted for a second felony offense serve no time in prison at all.

In our overcrowded court system, ninety percent of all cases do not come to trial, but are disposed of through plea bargaining. For each 100 serious crimes reported to the police, only two people ever serve time in jail. While the LEAA has been spending billions on ineffective equipment, only six percent of its funds have gone to our overburdened courts.

We should encourage local police to give priority to violent crimes — assault, robbery, rape, muggings, murders. When I was Governor of Georgia, we stopped treating alcoholism as a crime to provide increased medical help to alcoholics and to free our police and courts to concentrate on violent crimes.

I visited Georgia's prisons many times, and almost all the inmates I met there were poor. Poor people aren't the only ones to commit crimes, but they seem to be the only ones who go to prison. The corporate criminal, the middle-class criminal, the white collar criminal too often get off with a slap on the wrist. This can only cause contempt for the whole concept of equal justice.

White collar crimes cost this country at least \$40 billion a year. Yet there has not been a single felony indictment for price-fixing since Mr. Ford took office.

Every time a person goes back to prison as a repeat offender, it is another sign that our prisons have failed. I believe we can reduce the percentage of failures and at the same time reduce the amount of crime.

Recent studies have shown that the absence of a strong family was the greatest single factor in causing juvenile delinquency. Teenaged gangs have grown as the strength of the family has declined. Many young people look on the gangs as second families. I think that every policy of our government — welfare policy, tax policy, urban renewal policy, health policy — should be designed to encourage strong, stable families.

There is no excuse for crime — not unemployment or poor housing or urban decay. But I do not think it is a coincidence that in our largest cities, where up to 40 percent of the young people are unemployed, crimes committed by young people jumped by ten percent last year.

Seventy-five percent of all serious crimes are now committed by people under twenty-five. Along with strict law enforcement, we must find ways — through improved vocational education, public incentives for job training, and urban renewal projects modeled on the civilian conservation corps — to channel young people into jobs.

Drugs, directly and indirectly, are a major factor in our crime problem. Mr. Ford's lack of interest

Continued on Page 10

Text of Remarks by President Gerald Ford
Delivered on September 27, 1976 at the IACP Conference
Miami Beach, Florida

Later this week I will sign legislation that reflects the will of a grateful people and their government. It will demonstrate the esteem of a free society for its 600,000 sworn law enforcement officers and others entrusted with our public safety. I refer to H.R. 366, the Public Safety Officers' Benefits Act of 1976, which will pay \$50,000 to the survivors of any public safety officer who loses his or her life in the line of duty.

No amount of money can fill the void left by the brave officers who make the supreme sacrifice. The least we can do is to assure their next of kin of appropriate benefits.

As your President I will sign this law on behalf of every American. The United States of America salutes all the men and women who so devotedly serve their nation and their fellow citizens.

We must respond to the suffering of all the victims of crime in our society. Considering the great emphasis now placed on the rights of the accused, we must pay more attention to the rights of the victim. Many victims are the least advantaged of our citizens. I asked the Congress to enact a compensation program for the victims of Federal crimes. It is inexcusable that Congress has failed to act on my proposal.

I have urged that similar action be taken by state governments, and am pleased to note that 17 states have enacted crime victim compensation legislation and a number of others are considering such statutes.

No President and no police chief can preserve domestic tranquility without cooperation — the cooperation of America's citizens, America's neighborhoods and America's communities. That is why I address myself today to all Americans who are determined to act against crime.

The cost of crime in America has been estimated at \$97 billion a year — almost as much as the entire U.S. defense budget. But even that figure, high as it is, does not take into full account the terrible impact of crime on our society. We cannot count in dollars and cents the loss of a single citizen who is murdered, the humiliation of one who is raped, the pain of one who is assaulted. We cannot calculate the cost to a free society when people are forced to barricade themselves in their own homes. It is time to give the streets back to law-abiding citizens, and to put the criminals behind bars.

Study after study has shown that crime is not the work of many offenders, but of a relatively small number of chronic lawbreakers who have chosen crime as a career. The career criminal is a one-man crime wave. He commits between 50 and 80 percent of all serious offenses.

In Washington, D.C., one man recently confessed to 50 rapes, 80 burglaries, 10 armed robberies, and more stolen cars than he could remember. The LEAA has reported that 49 criminals, acting individually, committed over 10,500 crimes.

If we can bring the career criminal to a speedy trial, try him for his most serious rather than

"The Constitution reserves jurisdiction over most crimes to state and local authorities. But in offenses where the Constitution gives jurisdiction to the Federal government, I have proposed mandatory sentences. We must stop letting the criminals go free."



least serious offense, and make sure that, if found guilty he is sent to prison, we can give the streets back to the people. I do not advocate vigilante action. But I do advocate swift and certain justice.

You know these criminals. Their names appear on police blotters and court dockets day after day. They have been on parole, on probation, and in halfway houses. They had every chance for rehabilitation. But nothing has worked. It is no encroachment on the presumption of innocence to identify those whose business is crime. Our job is to put them out of business.

Two years ago, I outlined to this Association a "career criminal" program. We targeted 12 jurisdictions for an initial demonstration. In the last sixteen months, those jurisdictions have singled out more than 2,000 career criminals, with an average of five prior convictions apiece — not live arrests, but five convictions — apiece.

New cases involving these habitual offenders were assigned to special units of the district attorneys' offices. In close coordination with police, victims and witnesses got top priority assistance from Director Kelley and the FBI. Every right of the accused was protected, including the right to a speedy trial. With absolutely no plea bargaining for lesser offenses, the prosecutors achieved dramatic results.

Of those 2,000 defendants, 95 percent were convicted. The average time between arrest and final sentencing was only 84 days. The average sentence for those convicted was 20 years in prison. In most areas the crime rate demonstrably went down.

I have directed the Law Enforcement Assistance Administration to significantly expand the scope of this program, to include not only more prosecutors' offices but police and correctional organizations as well. In the next fiscal year the number of Federally-funded career criminal jurisdictions will be at least doubled. I urge State and local governments to start such programs with their own resources. The national trend is that less than ten percent of those convicted spend any time at all in jail. This is intolerable.

The Constitution reserves jurisdiction over most crimes to State and local authorities. But in offenses where the Constitution gives jurisdiction to the Federal government and, therefore, gives the President some say in the matter — kidnapping, hijacking, trafficking in hard drugs, and Federal crimes involving the use of dangerous weapons — I have proposed mandatory sentences. We must stop letting the criminals go free. That is the way to deter crime.

You law enforcement officers have the primary responsibility for fighting violent crime. But crime is so pervasive it can be brought under control only by concerted action at all levels of government — Federal, State and local — and by the cooperation of law-abiding citizens and non-governmental groups.

I am greatly encouraged by the revival of public cooperation with the police and the confidence you have instilled in every neighborhood of your communities. The police officer has become a catalyst for responsible government. I have heard of individuals, especially in rural and suburban areas, who use CB radios in their cars to assist the police. This is a lot better use of CB than frustrating highway patrol cars. I commend the new breed of CB-cooperators for recognizing "Smokey Bear" as the true friend of law-abiding citizens.

Two years ago I pledged to you, the police chiefs, that a high priority of my Administration would be the control of crime — especially violent crime. Since 1974, we have been making progress. In 1974, the crime rate had increased by a staggering 18 percent over the previous year. By 1975, we had cut the rate of increase in half — to nine percent. Statistics for the first six months of this year show the increase in the rate of crime reduced to about three percent. Even better, the new figures reveal that the rate of violent crime has actually decreased for the first time in many years. The violent crimes of murder, forcible rape, robbery and aggravated assault decreased six percent during

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La Policia PuertoRiqueña

An Interview with Puerto Rico Superintendent Astol Calero Toledo

Superintendent Astol Calero Toledo joined the Puerto Rico Police Department in 1939 after fulfilling his military obligation with the U.S. Army. He has since studied at the FBI Academy, and has acquired degrees in Economics and Social Philosophy from the Henry George School of Social Sciences. Calero was the first Puerto Rican policeman to be appointed to the rank of colonel.

This interview was conducted for Law Enforcement News by Richard H. Ward.

LEN: Superintendent, can you tell us something about the organizational structure and operations of the police in Puerto Rico?

CALERO: I should begin by saying that the police department in Puerto Rico is now undergoing a full-fledged reorganization; the structure I am describing is the one that will, in my opinion, soon be approved by the Governor.

Under this plan the Superintendent of Police is the head of the department and he serves at the will of the Governor. Under the Superintendent will be two Assistant Superintendents.

One of these will be the Assistant Superintendent for Field Services. He will have four important functions. First, he will supervise the Bureau of Field Services, which is the operations branch of the department. Second, he will direct the Bureau of Criminal Investigation; formerly, there were six such bureaus distributed over the island and now these will be centralized into one. The third function of the Assistant Superintendent relates to the Division of Special Investigations; this is the division concerned with groups trying to destroy the government. And finally, this Assistant Superintendent will handle the Division of Line Legal Advisors. As you know, this is a new concept in police administration in which the legal advisor accompanies a police officer on any occasion in which a big legal problem might arise. He advises the police so that their actions cannot be successfully challenged in court and so that civil actions cannot be brought against the officer of the department.

LEN: What are the duties of the second Assistant Superintendent?

CALERO: The other Assistant Superintendent will be in charge of management services. He will head what we call the Bureau of Administrative Services, the Bureau of Personnel, and the Bureau of Planning, Research and Programming. This last is one that I have created and



Superintendent Astol Calero Toledo

direct police services as close as we can to the people. For this reason we are decentralizing. There were five areas, now there are six and the final goal is 10 police areas, so that each area commander will be in charge of not more than three or four towns of average size. Compare this to the present situation. The metropolitan area has about 12 towns, 1,006,000 people, and the toughest police work on the island.

LEN: Is this the San Juan area?

CALERO: Yes, it includes San Juan. Here we have the seat of government, the House, the Senate, almost all the universities, the trade unions. Sixty percent of all criminal activity takes place here. About 48 percent of all police personnel are in the metropolitan area.

The second largest area, Ponce, has less than half as many inhabitants and one times as many police officers, but the two area commanders have the same rank, the same responsibilities and the same pay.

We are going to reorganize the areas so that each has

dition, there are about 1,265 civilians in the department. LEN: What are some of the major problems that face the police in Puerto Rico?

CALERO: One problem is salary. The starting salary for cadets is \$430 per month. When he becomes a police officer he makes \$505 and can, with 11 yearly increments, earn up to \$670. I do think that the salaries of officers, sergeants and possibly second lieutenants should be raised.

Another problem is that the San Juan area — where so many officers work — does not itself produce police officers. There are so many opportunities for employment in San Juan that residents of the area do not join the police department. In other parts of the island, it is far easier to attract good officers. Between 1200 and 1300 police officers work in San Juan but they live on other parts of the island. These officers have to pay for their meals and other expenses here and in addition they have to maintain their homes and families elsewhere. If I were to ask which officers here in the metropolitan area would like to work in their home towns, I can tell you that in less than two hours I would have 1300 requests for transfer.

A third problem — one that we are now solving — is that little attention has been given to the need for college training for police officers. Due to a new law, after January 1976 no one can attain the rank of lieutenant colonel unless he has 64 college credits. By January 1979 a bachelor's degree will be necessary for that rank. We have LEAA funds to help implement that law and we have graduated more than 500 officers from a two-year course in police administration. We now have 300 or more officers at various colleges and universities completing a two-year course.

We are concerned with graduate education also. Last year we went to the Inter American University and arranged for them to offer a six-month course in criminal investigation. Students in that course had to be college graduates and they got credit toward their master's degree in criminal investigation. Thirty-one men have already completed this course. At the College of the Sacred Heart we have a group of 32 men getting their master's in police administration.

There is also a large group of officers who are attending school on their own initiative and we are encouraging that. For example, almost all criminal investigators are studying law. Unfortunately, we then lose these officers because they become practicing lawyers or are appointed District Attorneys or to some other position. The Inter American University gives courses in law and criminal justice administration from six to eleven at night so that our men can attend. Over 900 police officers are either being paid by the government to study or are doing so on their own; we think this is a very good thing.

LEN: What are your major crime problems on the island?

CALERO: We have had an increase in crime in the last three years, in '73, '74 and '75. It's been a big increase and seems to be part of a world-wide rise in crime. From October 1975 to the present we had a decrease in Type 1 crime — major assaults, burglaries — but I think the crime level is still high.

LEN: Terrorism is becoming more of a problem in the United States and you have it here. Do you see that as a future problem for police agencies?

CALERO: We hear that certain leftist groups will try to create problems during the Bicentennial year. We had a problem some years ago. Our Water Resources Authority and the Aqueduct and Sewage System are both corporations belonging to the government, somewhat like the Tennessee Valley Authority. Each had a big strike and in both cases there were bombings, using the same type of bomb that leftist political groups used. These groups have been able to infiltrate the labor unions. But these bombings seem more than anything a way to pressure the government to increase salaries and pension benefits; I don't connect them with any attempt to overthrow the government.

LEN: What do you see as the best way to investigate terrorist activity? Do you have any hints for police-

"If I were to ask which officers in the metropolitan area would like to work in their home towns, in less than two hours I'd have 1300 requests for transfer."

organized. We had a Division of Planning but I thought we should give more emphasis to programming and research. This new bureau will tend to those functions.

LEN: Who will actually direct Field Operations?

CALERO: The director of that bureau has to be a four-star colonel and he is the only bureau head who has to be a police officer. He will be directly in charge of police services for the whole island. Under him will be an assistant, an administrative division, and a professional special protective division to provide the legally required protection to the Governor and all former governors.

He will also have coordinators' offices. Any problems concerning traffic, for example, will be examined by a traffic specialist in this office which will coordinate all traffic work on the island. The coordinator will make reports to the head of the Bureau of Field Operations and it is this bureau chief who will actually issue orders. We feel it is important to keep line and staff functions separate in this way.

LEN: You mentioned six Bureaus of Criminal Investigation.

CALERO: This is because we have had six areas of field operations on the island, each of them directed by a lieutenant colonel. Each police area is divided into zones and the zones are divided into districts. An area will include ten or twelve towns or municipalities. We are planning to reorganize these six areas because lines of operation are becoming larger and larger and we want to bring

an equal proportion of citizens, towns, and responsibilities. Each area will have a Public Relations Division, an Administration Division, a Police Athletic Division, Traffic Division, and a Tactical Operations Division.

LEN: What is the Tactical Operations Division?

CALERO: This is the Reserve Unit. They are called only in very serious situations. They are specially trained, specially selected and specially equipped. We don't use them in, for example, a typical strike, because people would lose respect for them if they were called to handle normal situations. But for big strikes or revolts or anything like that we call on this unit and they know what their orders are — to work within the limits of the law but to take care of the situation.

LEN: Are there any other special units within the department?

CALERO: We have a Bureau of Inspections and Administrative Investigations; they investigate charges of misbehavior or misconduct. We have a Supply Division and we now have a Maritime Patrol Division. We can have the help of the Coast Guard but the Coast Guard is a federal organization. The Maritime Patrol Division has 11 police boats and we have captured boats trying to bring big loads of marijuana, marijuana by the ton. Marijuana smuggling from Columbia is a special headache.

LEN: How many police are there in the Puerto Rico Police Department?

CALERO: We have approximately 9,000 officers; in ad-

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LAW ENFORCEMENT NEWS

The 83rd Annual
IACP Conference,
September 26-30, 1976

Transcripts of Major Addresses Delivered at the IACP Conference

Outgoing IACP President

Richard C. Clement

Police Chief of Dover Township, N. J.

This nation is 200 years old. We have come a long way in those two centuries. Our profession has played a key role in the growth of this nation and with it may very well rest the future internal security of our country.

Our military, while beset with its critics, is performing its duties in an exemplary manner and our security from outside attack seems relatively assured. But what about from within? I am suggesting people in Washington are more concerned about counting crimes that have occurred than in preventing them. Many top officials are more interested in forming another bureaucracy than in assisting and supplementing law enforcement agencies that currently exist.

I do not want, though, in this election year, to take shots at Washington. That is the politicians prerogative, not a police chief's. However, we have grouped our forces here in Miami Beach to take a look at police and policing. As long as we are here, I think it is my obligation to leave with you something to think about and to talk about.

The International Association of Chiefs of Police, quite frankly, has once again taken the reins and is making an impact on law enforcement. There was a period of doldrum, of apparent satisfaction that things were alright and no need for IACP action was apparent. No one is to blame. It happens that way in every organization of people.

I am here today, though, to tell you that you have witnessed the final chapter in a wholly reserved, conservative and traditional IACP. We are, today, beginning a new era for our members and for our chosen profession. The IACP has in the past year intensified its efforts at becoming even more international in scope.

The United States does not have a corner on the market in innovative policing. Our management techniques, our data gathering and processing and our personnel deployment procedures are not the last word, nor do they represent the ultimate in the state of the art.

I am extremely proud of the accomplishments we have counted in the area of international relations during my term as president. The IACP staff assigned liaison with the Advisory Committee for International Policy has performed admirably and many benefits for years to come will be derived from our relationship with foreign police executives. Among our accomplishments in the international field are participation in United Nations narcotics training programs at four locations throughout the free world and training seminars conducted by IACP staff members for more than 400 students from 62 countries.

An International Police Code of Ethics is also a product of the Advisory Committee and it presently is in the hands of the Social and Economic Council of the U.N. General Assembly. But more important than numbers or programs is the person-to-person relationship that has come about. It is important for us to broaden our understanding of each other and I can think of no better place to start than on an international level.

I might add, that if we are ever to make a solid impact on the narcotics trafficking problem that bedevils us and other nations, it is cooperation between police, not politicians, that is going to make the difference. And the foundation for this cooperation lies with the very type of work being accomplished by our international advisory committee. I will emphasize again, with the problems besetting us, it may very well depend on police if we are to reap the harvest of freedom sowed 200 years ago.

During the year, the Association's Executive Director and myself have visited capitol hill to testify on a number of topics, including reauthorization of the Law Enforcement Assistance Administration, and on implementation of the comprehensive alcohol abuse and alcoholism prevention and treatment act. We are not a lobbying organization. However, I feel it is imperative that we make it known to the nation's legislators our collective opinions on any topics concerning law enforcement. We will, I am assured, continue to make our presence known in Washington and we will expand our efforts in these areas with each passing year. At home, the advice we give Congress or the information we pass on through hearings must continue to be sound, not fraught with emotionalism and it must always be weighed or viewed to be in the best interest of the people of this country—not just law enforcement.

Our Association, this past year, has come under attack from some quarters as not being representative of the new kind of thinking in American policing. We at first stood passively by and

ignored these comments, but it became apparent that our reticence to respond was not going to result in a decrease of the criticism.

Our Executive Director addressed the problem at a graduation ceremony of the Federal Bureau of Investigation's National Academy. He referred to the new trend as elitism and he suggested, as I do here now, that the contributions police executives can make to law enforcement, their communities and this nation should not be solely dependent on the size of the department they represent.

Among the activities that the so-called new generation chief executive is supposed to engage in is musical police departments. Two years at one department and he is supposed to be ready to move onward and upward to carry with him his philosophy that will be the saving grace of the next department. Given enough



Chief Richard C. Clement

time and given the proper frame of mind, we will have all departments thinking alike, working alike and we will have, for all practical purposes, a national police force.

I echo the words of my most worthy successor, Edward M. Davis, who says that police departments should be reflective of the communities they serve. I say it is to that end police executives should work.

We have made great advancements at IACP in the area of labor relations. Police chief executives can no longer ignore organized labor forces, but they can and must deal reasonably and responsibly with them. I mention this facet of our work at this point to emphasize that IACP is not burying its head, as has been inferred, but is facing problems head-on for the purpose of achieving competent resolutions that will help not only the chief executive, but the newest patrolman and the community that he or she will be serving.

Once we lose sight of the fact that our Association is geared to assisting the police chief executive so that he might better serve his community then we will be on a collision course with disaster. We are not here for self-aggrandizement or to further our careers. We are already chiefs, now we must put our heads together and arrive at how we can respond to the trust placed in us by our constituents, if you will. Toward this end we have assisted in the compilation of a police chief executive report that calls for tenure for a chief executive and freedom from political ties and political control.

We have spoken our piece this past year about unilateral police recommendations for consolidation of police agencies. We do not actively oppose consolidation and we have assisted as consultants in bringing about orderly transitions under consolidation, but we do firmly resist police making such decisions without input or initiation on the part of the people in the jurisdictions involved.

I mentioned earlier, that there are those more interested in counting crimes and forming new agencies than in confronting the problems head-on. This is in reference to a move now underway by persons at the Department of Justice who want to divest the FBI of the Uniform Crime Reports function and consolidate it under a new statistics bureau at Justice. I am not closing the door on such a recommendation. There is always room to look at new methods and examine ways of improving existing programs. However,

IACP this last year has produced a UCR audit/evaluation report in cooperation with the FBI that looks closely at the need to insure accuracy in reporting. Let me quote to you from the foreword of that document:

"Police administrators as well as all other professionals in law enforcement have long felt the need for accuracy in the number and character of crimes reported to police. It was this need that led the IACP to establish the UCR program, which has been operated by the FBI since 1930.

"There is still much to be done in terms of upgrading incident reporting systems, establishing performance norms and making better use of crime statistics.

"Both the IACP and the FBI will continue to work with law enforcement officials toward improving the UCR program. We stand ready to help resolve problems, undertake research, and provide training whenever necessary."

Coupled with the material in the report and the manual themselves, I ask you if that sounds like a law enforcement community that is disinterested in responsible approaches to a problem?

Many of the criticisms of UCR revolve around the usage of the final figures. What newspaper reporters, editors and politicians do with the figures is far removed from why police compile them.

To put statistics on criminal justice in one central repository does not sound on the surface like a bad idea. To do it capriciously, without the firm establishment of the proper network and the means for insuring the accuracy of the figures will result in outlay of large sums of money with no possibility of reaping any benefits.

The UCR is a responsible creation of this association and I am not inclined to stand back and let it become a political item. I hope that the membership supports me in this posture.

As you can see, we have been fighting a few battles this past year. And, I might add, this is not a bad thing to do. But while we have been taking on these few, we have also been joining arms with others on the periphery of law enforcement who have a definite impact on our profession. I speak of the private and industrial security field. The people who produce alarms and who are seeking to help people protect themselves are not that far afield from us in law enforcement. I will grant you that they are profit-making firms, just as they should be. Without the profits there would be no room for research and development and we would not have the sophisticated alarm systems that so ably protect vast warehouses, small businesses and homes.

What we in law enforcement have done by recognizing the security industry is to insure that the direction that the industry takes will be on the same high plane as ours and with common goals, specifically, a totally safer country. On that topic, IACP and the Department of Health, Education and Welfare, are well along on a program aimed at developing comprehensive projects for protecting this nation's elderly from crime and at the same time involving them in productive programs toward that end.

Thus far the program has proven what we have long suspected, that our retired citizens are still capable of producing results with their minds, even if their physical abilities have given in some in time. Law enforcement may have uncovered an untapped resource that will change the course of criminality in communities across this nation. With volunteer workers from the elderly serving in police agencies, it is feasible that many more sworn officers will be freed to patrol work and this eventually will impact on crime.

The IACP has, this past year, put strong emphasis on its Equipment Testing Center, with the full realization that equipment alone is not the answer for police, but since it is a major part of our ability to carry out our responsibilities, we are of the firm opinion that the equipment should be the very finest available. An officer who is called upon to place himself in jeopardy day after day should have confidence in his equipment, whether it be body armor, bullets, gas or flashlights. To that end we are evaluating a wide range of equipment and unabashedly discarding that which we feel does not meet the criteria we have established. In other words, pretty good isn't good enough for a policeman.

That brings me to another topic. Police chief executives are interested in the men they command just as they are vitally interested in the communities they serve. A 3-volume series on management of effective police discipline, I feel, very adequately deals with a thorny problem confronting management as well as patrol forces. Anyone reading the series will see the great amount of thought and thoroughness that went into its production and the message that consistently comes home from the series is discipline is necessary to properly manage a police department, but the

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"Once we lose sight of the fact that our Association is geared to assisting the police chief so that he might better serve his community we will be on a collision course with disaster. —Past IACP President Richard Clement

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rights of the officer are of paramount concern to administrators.

As usual, we are deeply immersed in training in a wide variety of areas, including organized crime, management and career development, police press relations and labor relations. We are also embarked on research to identify the most effective methods to identify and increase apprehensions of intoxicated drivers. We are analyzing and doing training work in enforcement tactics and we are developing guidelines for manual and automated record systems including the purchase and implementation of these systems. There are these and many, many more projects that IACP is involved in; again toward the goal of achieving maximum output from a group of people faced with less than ordinary problems.

I would like here, today, to speak briefly on something that is very important to me and that is the IACP involvement with the Explorer Scouts. More than 30,000 Explorers nationwide are in the law enforcement phase of their scouting program. In terms of people, it is the second largest specialty area in Explorer Scouting. Most of you out there have probably had some dealings with these young people. Those who haven't have missed something.

These young people are the epitome of America's youth. Your doubts about the future of this country will be erased and you will come away with a warm feeling after encountering these young persons. I want to assure the Explorer Scouts that they will enjoy the continued support and confidence of IACP.

I have been reviewing some of the things that confronted the presidency and the IACP in 1975 and 1976. The accomplishments, like any setbacks we may have encountered during this period of time, are not mine, but are those of the Association. A new president is coming and he will bring with him thoughts, ideas and action. IACP will benefit from them.

Let me tell you that one of my last acts was to work with our extremely talented and versatile professional staff on the production of a set of goals for IACP. And our president-elect is working now on a five-year plan. We must obviously wait to see what is accomplished, but with thinking like this we must be certain that we can only improve our profession.

We are professionals. You with thousands of men and you with only a few have all contributed to this nation's security and its present stature in the nations of a free world. I am proud to have been a part of an organization that is interested first and only in the citizens it serves throughout the world who will benefit from improved law enforcement.

Before I conclude, permit me to thank the vast number of chiefs who make up IACP and the professional staff in Washington for their support and continuing endorsement of the office of president. I am particularly indebted to the Board of Officers and the Executive Committee, whose members have served so faithfully and well. I am confident that our new president, Chief Edward M. Davis, will receive the same valuable support and assistance. I am pledging my support to IACP, its Board of Officers, its Executive Committee and the office of President—I would like to ask each of you to do the same.

Peter B. Bensinger

Administrator

Drug Enforcement Administration

I am honored to be with you today. I consider the International Association of Chiefs of Police a forum for the most important public servants there are in America — as unsung a bunch of heroes as any I can think of. Can you think of any other job where you are blamed for everything that goes wrong; accountable for all the laws you did not propose, paid on a per hour of effort basis only slightly more than the minimum wage; and held accountable by the public for all the action or inaction of the judiciary?

The problem of effective law enforcement is broader than being able to deploy trained law enforcement officers to the streets of our big cities, our suburban areas, or to patrol rural roads throughout America to prevent crime and to apprehend criminals. The problem of responding to the needs of our citizens for better public safety is broader than simple patrol in the traditional sense. Our criminal justice system today cries out for uniformity and consistency — consistency in punishment, consistency in deterrence, consistency in arrest, and consistency in bail.

Out of 100 major crimes, 50 go unreported, the police make 20 arrests, 12 people are indicted, six go to trial, three are found guilty, and 1.5 go to prison. This is happening. A young male born after 1974 has a greater chance of being murdered in the USA than a soldier in World War II of being killed in combat, according to an MIT study.

In the field of narcotic enforcement, there were slightly less than 4000 narcotics convictions in Federal court last year — criminal offenders found guilty of heroin or cocaine charges. Yet, of those convicted, one out of three — over 1200 — received probation. Of those sentenced to prison on heroin or cocaine charges, one out of every three received prison terms of three years or less, with parole eligibility within one year or less from the date of incarceration. That means that of the 3,960 individuals brought into Federal courts and convicted of narcotic charges last year, over 2,000 (over half of those convicted) were back on the streets immediately or eligible to return within a year.

That makes a mockery of the serious concern of the public about hard drug abuse. It makes a morale problem for the law enforcement officers who find that the criminals they have worked so hard to arrest are back out on the streets before they have had a chance to complete their paperwork. It makes for instability in our communities, and it cancels any deterrent effect that the penalties of the Controlled Substances Act might provide.

How can we ask our law enforcement officers to change their

way of life, to adopt an under cover role, to change their appearance, to put themselves on call 24 hours a day, seven days a week, to be willing to transfer from community to community and to work with the most sordid part of society — the drug dealers — when we are unwilling to provide them with any confirmation that the work they do is important? We have the situation where an officer who leaves his family on a Saturday morning at 1:00 A.M., spends 10 hours in a difficult surveillance, or in an undercover situation which may culminate six months of investigation, makes a life-threatening arrest, spends the extra hours necessary to complete the arrest forms, returns home in time only to get a cold snack before he goes out on another assignment, while the individual he has arrested is already back on the street arranging deals just as before. The people in this country want effective law enforcement; the people in this country are entitled to good public safety. What we need to do is to have the judiciary in this country recognize their responsibility for serious sentencing and for setting and maintaining meaningful bail.

In this very city, Miami, last year, two persons were arrested at the airport for smuggling thirteen and a half pounds of high-purity of Southeast Asian heroin. They each possessed false identification; they were known to be participating in a conspiracy bringing in large quantities of heroin from Asia each month; they had access to Swiss bank accounts of several million dollars; one was under a murder indictment in Southern California, and both had been indicted on Federal narcotic charges. They were eventually released after paying \$10,000 each as premium for a surety bond. They are now fugitives, and have already withdrawn \$400,000 from their Swiss bank accounts.

DEA now has 2,642 fugitives, this is an increase of 80 offenders within the last three weeks. Many of these individuals are Class I offenders — major dealers in narcotics responsible for thousands of injuries and deaths each year by virtue of their illegal activity — and yet the courts are unwilling to face this reality when establishing bail to assure their appearance in court. Over one-half the fugitives in the Federal Southern District of New York are narcotic fugitives. Yet a bill that was presented to Congress by the President in April has not even been scheduled for mark-up in the Senate, or even scheduled for hearings in the House of Representatives. This bill, by the way, called for mandatory minimum sentences for the sale of heroin, and provided the judges with an opportunity to deny bail for fugitives, non-resident aliens, individuals arrested with a false passport, offenders on parole or probation, and individuals with a prior felony conviction for a drug offense, with due process procedures, bail hearings, exception provisions for addicts, youthful offenders, the mentally ill or such other special circumstances as the judge may so decide.

If we want to have a meaningful criminal justice system, we need a certainty of punishment, and we need to be able to establish the seriousness of offenses. We are asking that the judiciary in this country consider the sale of heroin a serious offense, and that bail conditions and sentencing for those offenders be imposed accordingly.

As you return home from this convention, the problems in your own communities will not have changed significantly since this get-together and, as I see our respective roles, the efforts of our police departments will be more closely linked together. We need accurate and effective communication between city, state and Federal agencies — and I don't mean an all-points interstate "Wanted" bulletin. We need to share our intelligence more effectively, and we need to be able to work without jurisdictional interference or political repercussions. I can assure you that as the Federal narcotic enforcement effort moves toward fewer and fewer metropolitan cases, and towards more international conspiracies, we have the responsibility to assure ourselves that the necessary resources at the state and local level are available, both from the standpoint of law enforcement and from the standpoint of prosecutorial resources.

We have to assure ourselves in the law enforcement community that the major gaps in our system of justice will be attended to, and that the necessary law enforcement resources needed to provide effective prosecution are available to all of the jurisdictions that require them — Federal, state or local. The narcotic problem, in particular, will require continuing shifts in resources, not only geographically as sources change, but jurisdictionally as state and

local authorities are faced with the increasing caseloads brought about by the lack of effective deterrents. With shrinking municipal and local overall budgets, police efforts will have to get a larger slice of the pie in the face of increasing pressure to meet the continued demands, not of patrol, but of court calendars, bail hearings, and case continuances.

I would like to highlight certain new developments in the Federal narcotic enforcement effort:

1) We will continue to work with state and local police on joint task force programs. DEA will commit at least 20 percent of the manpower required and will assign experienced narcotics agents to the program. Likewise, we will expect experienced police officers at the local level, with no more than six local law enforcement agencies participating in any joint task force effort.

2) DEA will provide training for local narcotics officers as we have in the past. This year over 3,300 local police officers were trained by DEA. Next year, we will establish new training programs for police and state regulatory boards in the field of compliance investigation and drug diversion.

3) Our Laboratory Division will provide greater information on drug seizures. We will emphasize cooperative information-sharing of technical laboratory analyses and provide city and state narcotic enforcement with feedback on Federal laboratory findings.

4) We are establishing a means to open up the real-time exchange of narcotics intelligence by tying our El Paso Intelligence Center—which many of you have visited—with state narcotics intelligence systems. The California Narcotics Intelligence Network is the first state/Federal link-up; Arizona has joined as well.

5) The Drug Abuse Warning Network information from 22 cities on drug deaths and injuries will be available to police chiefs.

6) Conspiracy school training for state and local officers will be provided in classes with our own agents. We will increase conspiracy-techniques schools significantly in the next fiscal year and they will be held regionally and in Washington.

7) Thirteen pharmacy theft prevention programs will be established in 1977—one in each DEA Region. They will utilize Federal funding assistance for local law enforcement as required.

8) We will continue to need participation from local law enforcement in our strategy sessions and for long and short-range planning. Don Pomerleau has been a significant resource for us this year. He has arranged for continued input and dialogue with the major-city chiefs. Our Regional and District Offices will work with state and local narcotic officials to determine enforcement resource and planning requirements.

9) We have asked the Attorney General for guidelines for all U.S. drug type and size. And we have alerted the Administration, LEAA, and the Justice Department that local law enforcement and prosecutorial resources are definitely overburdened—not only in our big cities, but at our borders and in-country drug distribution points. This need is real, increasing, and immediate. (Attorney General Levi has asked me to invite the incoming IACP President to meet with him personally in Washington in October.)

10) With respect to intelligence-sharing, DEA—in Chicago and in Miami—has embarked upon two pilot projects which bring together the intelligence resources of the Federal law enforcement agencies—the FBI, Customs, IRS, Immigration and Naturalization Service, and the Drug Enforcement Administration—and those of the local city and state police to look at the major criminal organizations dealing with heroin and cocaine, and/or dangerous drugs, brought into those two major metropolitan areas. This effort is designed to share intelligence and to capitalize on whatever prosecutorial advantages there may be in any one of the participating jurisdictions. If the criminal organization can be prosecuted under an IRS tax provision: so be it. If the Controlled Substances Act provides us with a basis for an indictment and conviction: good, we'll proceed accordingly. If the information from the FBI provides us with a racketeering statute violation: we will use that provision. If Immigration and Naturalization has information on illegal alien movements, be prosecuted accordingly; and if the evidence indicates city or state laws can be used effectively, they will be. Don Pomerleau, Commissioner of Police in Baltimore, has participated in three months of meetings on this and other interagency narcotic enforcement programs. I'm grateful to him for his help and participation. He feels this approach will be of help to all concerned.

The intelligence gathering will be used to accelerate and expand investigations. We will get a great deal more done if Federal agencies do not worry about who gets the credit. Cooperative efforts should bear fruit in the form of more thorough investigations, and avoidance of duplication of effort, and a better informed police community. If, in the opinion of the state, local and Federal law enforcement participants, these efforts are successful, we plan to expand this concept to 19 other major metropolitan areas this year, and adopt this same philosophy throughout the United States. Together we can have an impact on crime. Together we can provide the public safety which the United States citizen is entitled to. We need the cooperation and accountability of our court system. The judiciary should be accountable for the sentences they impose, for the bails they set, and for the lack of consistency and surety of punishment so essential to crime prevention and crime control.

Probation has been used for serious narcotic trafficking charges. It would be one thing if our probation system, both state and Federal, provided real effective supervision; but all too often probation is a pink ticket—a slip that says you've gotten a slap on the wrist—a wink in court, and a revolving door in the courthouse; without any real audit of what the individual offender is doing while he's out on the streets in the community, without any real supervision or direction to that offender if he's in trouble or needs

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Police chiefs from throughout America applaud a remark made by Peter B. Bensinger at the recent IACP Conference in Miami Beach.

"To have a meaningful criminal justice system, we need certainty of punishment, and we need to establish the seriousness of offenses. We are asking that the judiciary consider the sale of heroin a serious offense." —DEA Chief Peter Bensinger

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help, and without any real protection for the public.

How many offenders do you know that have had their probation revoked and a prison sentence which was voided imposed? How many individual probationers do you know that were given the kind of restrictions—particularly in the area of narcotics—that require daily urinalysis, that require a monthly medical report? How many probationers do you know that have had to look upon their period of probation as a trial period— as it is defined in the dictionary? Probation has become a way for defense attorneys and the courts to ease the clog in their calendars, and the criminals know it. Some judges, and some editorial writers, will tell you that prisons are jammed and that prisons don't rehabilitate; and that judges, when they are deciding what sentence to impose, take that into account. I'm not unfamiliar with prisons; I've run one of the larger prison systems in this country. But when a judge has an offender in front of him, his principal concern should be the seriousness of the offense and the criminal background of the offender; he should not confuse the issues of prison care with what should be his overriding concerns—public safety, the seriousness of the offense, and the past history of the violator.

If judges want to hold hearings on treatment conditions in correctional facilities, they can certainly do just that, but the safety of the public should not be compromised. If more correctional facilities are needed, they should be built. If some of our city and country jails should be expanded, then they should be. Additional investment in the criminal justice system is something I believe is needed. Our criminal justice system has been overburdened; the police have been asked to perform miracles when their very efforts are often compromised immediately upon the arrest of an offender. I am amazed at how well the police display continued willingness to fight against crime when their efforts are so watered down. We ask the Government of Mexico to eradicate their poppy fields; we ask Government of Turkey to utilize an opium straw process to eliminate heroin; we ask Southeast Asia to crack down on drug exporters; but we are unwilling to administer anything more than a slap on the wrist in our own court system.

Singapore puts traffickers of 10 to 15 grams of heroin behind bars for a minimum of 20 years; for trafficking in more than 15 grams, the penalty is a mandatory death sentence. Mexico, Turkey and the countries in Southeast Asia deal far more harshly with drug offenders than does the United States. How can we ask these governments to continue to work to stop the flow of heroin from coming into the United States when we are willing to put the people who deal in it behind bars for any significant period of time?

I salute you in your individual efforts in your own communities, and I salute the IACP for its very important professional contribution to the field of law enforcement, and to the morale and well-being of its members.

Director Clarence M. Kelley Federal Bureau of Investigation

Mr. President, my fellow officers, ladies and gentlemen, I have had the distinct honor to address you on a number of occasions both as a chief of police and in more recent years as FBI Director. I would like on this occasion to report to you on my stewardship as FBI Director, where we are and where we are going in the FBI. I think it is important that you hear firsthand—from me—the progress we are making. Hopefully you will receive a better perspective of our role and an understanding of what we are doing which will warrant your continued cooperation and support.

All American citizens are like "stockholders" of the FBI, but because you are the chief law enforcement officers of your communities, because you direct the major defense of our citizens from the vicious assault of crime, I think it is most appropriate that this report be presented to you.

You know, when I left Kansas City and assumed my present position I had a lot of mixed emotions. I was very proud to have served in Kansas City, proud of that department and extremely proud of what the members of the Kansas City Police Department had accomplished during the 12 years I was privileged to serve as chief.

I have always been equally proud of my association with you and my association with police officers everywhere. You and I have shared many an hour in pursuit of how we could improve police services in this country. We have shared many a problem and I have always benefited greatly from the counsel and advice you have given me. We have always stood together for those high ideals of policing that make us proud to wear the badge—regardless of our rank or size or command. We have always labored hard for public tranquility and pitted our every resource against violence. Most of all, we have always shared a strong love of this country. As law enforcement people, we truly appreciate the wonderful blessings of this country and the importance of our profession in safeguarding them. These are the traditions of this association; these are the traditions of other law enforcement associations. I hope—and I pray, for the well-being of this country—that these traditions never, ever change. We have always known that it is all the good in this country that is our strength, not the bad. It is all the good in law enforcement that preserves the peace and makes us proud of our profession.

Today we all hear the calls for change, for reassessment of our role. Let me say to our critics that law enforcement has always responded to the need for changes. Let me also challenge our critics to point to any other public service that has progressed so far and so fast and performed so well in the last twenty years. Yes, while there have been criticisms of law enforcement in the past and times of immense difficulty—we have always overcome them. We have overcome our problems because we have always

performed professionally. We can take pride in the fact that we have always delivered police services to the satisfaction of the great preponderance of the American public; and let the perennial critics tell us, for a change, what they have delivered for the good of this nation. Let those critics tell us of their performance—or perhaps their lack of performance.

We in the FBI have experienced a long siege of criticism which has more often than not been negative—non-constructive criticism which has not given a completely fair perspective of the FBI's total contribution to this country. The great bulk of this criticism has been directed toward past FBI activities—history. We have taken significant steps and adopted significant reforms to remedy those things that were justifiably criticized. We're determined to prevent any recurrence. But for a change, let's talk about what the FBI is today. Let's consider the good that is being accomplished today—the performance of the FBI today. I feel



FBI Director Clarence M. Kelley

it is of utmost importance that you be made aware of our performance—because of our mutual mission, and our interdependence in fulfilling our commitment to the American people.

The success of our cooperative efforts with you is a fact—a fact that is a matter of public record.

Other than the responsible news media in your home communities, I frankly have found little interest at the national news media level in reporting our performance. I have noted little interest in their reporting our success in bringing thousands of dangerous criminals to justice. The number of convictions resulting from FBI investigations in fiscal 1976 established an all-time record. Yet, I have observed little indication to present to the public a true picture of what we are accomplishing.

And so today, I would like to present at least some highlights of our accomplishments to you. After all, it has always been your involvement and support that have been essential ingredients in our accomplishments.

The last three years have been significant years in terms of changing the management orientation and thrust of the Bureau. For instance, we have created the first career development plan in the FBI's history. As an integral part of that plan, a management assessment center is now completing its second year of operation at the FBI Academy in Quantico, Virginia. All management training in future years will include assessment center evaluation.

We are continuing to identify and enhance the strengths of our career planning. Based on our experience with, and evaluations of, both the plan and assessment center, I have every confidence that we are rapidly approaching a time when we will have a "road map" for every employee which best suits his or her particular talents, skills and aspirations.

I am equally confident that we are assuring the future professional growth and development of the Bureau, a Bureau which will respond effectively to the needs and demands of future generations.

In the course of several diverse internal reviews of the entire structure, mission and management of the Bureau, we have undergone and will continue to undergo major revisions. We have but one goal in this regard, and that is to align ourselves in the most functional, effective posture possible.

But even more important to you, these reviews, these realignments, mergers and changes are designed to place the FBI in a posture which, I am convinced, will be unequivocally in keeping with the proper role of the FBI as a Federal law enforcement agency—a role designed to complement the excellent police services at the state, county and municipal levels of government.

I have always maintained and pledged to you that we will furnish to you, to the utmost of our ability, whatever support services we possess that are of value to you in your work.

Never will such services be offered on the basis of a narrow unrealistic interpretation of our legislative authority. Rather, they will be offered in the true spirit of what we can and must do to help. This is our professional responsibility to you—just as you have always supported us in our cases to the maximum of your ability.

While we will support you and assist you, let me pledge also that as long as I am Director there will never be an effort to supplant you in your responsibilities. We have a partnership, and

with your help it will always be a true partnership. Support your investigative efforts—Yes! Support you—Never!

Coupled with the many changes in our structure, mission and management, we are currently engaged in an unparalleled effort to increase the authority of our Special Agents in Charge, those with whom you directly work in your home communities. Simply stated, our field offices will be much better able to respond promptly to your needs, to support your efforts in terms of the quality of our involvement and in terms of faster response time.

We are also making substantial progress in our line operations, the investigative activities of the FBI. I must admit that I always receive the greatest personal satisfaction from our investigative successes—that is the true measure of our performance, the bread and butter of the FBI.

In the field of organized crime, we continue to target on major gambling and loan shark activities.

The FBI also has waded deeper into the nation's battle against narcotics crime. Each of our field offices has a designated narcotics coordinator responsible for maintaining liaison with agencies having primary jurisdiction in that area. Last fiscal year we disseminated information to Federal, state and local authorities resulting in numerous arrests and the confiscation of nearly \$41 million worth of narcotics.

Since the passage of the Racketeer Influenced and Corrupt Organizations (RICO) statute, and through major redirection of our investigative resources, the FBI is now heavily involved in public corruption cases. You and I know the pitfalls and problems inherent in these cases. Yet it is law enforcement's responsibility to protect the public trust—to aggressively bring to justice those public officials who are corrupt, regardless of their position.

Yet we must also insure that honest public officials are protected from false and frivolous assaults on their reputations. In spite of all the adverse publicity about public officials, the vast majority are honest, hardworking, decent people. We know that the American people know that.

Another specific area of investigative progress which reflects the performance of the FBI today is the area of white collar crime. For many years, the FBI investigated fraud cases, but within the last three years we have concentrated our efforts on those frauds which are conspiratorial in nature, those which closely resemble organized crime and racketeering activities—particularly in terms of scope and their impact on consumers and our social fabric, generally.

Coupled with our new investigative emphasis—but inseparable from it—is a program we call "quality over quantity." Traditionally, an FBI policy existed wherein all Federal violations within our jurisdiction were given nearly equal investigative emphasis. To you who enjoy general jurisdiction I can assure you that Federal jurisdictional questions are of no small moment. In fact—statutory jurisdiction is the sole prerequisite for FBI entry into any investigative matter. Also, FBI jurisdiction is specific—restricted to only those matters assigned. Thus we can't initiate investigations just because we might want to. But what we can do and are doing is to reallocate our resources based upon current demands of the criminal activity itself. Today, we are investing our resources in cases which require full and complete investigation, those with priority—we in the FBI call these quality cases as opposed to quantity cases.

While those of you at the state and local levels have engaged in selective enforcement for some time, local and state efforts were generally spearheaded by deployment of patrol operations. The FBI has only investigative resources, with specific jurisdictional requirements, and though our priorities must vary according to criminal problems experienced locally, our operations are nevertheless national in scope. I have found this particularly challenging. In terms of the future of the FBI, I consider this shift—from a quantity to a quality investigative priority—the most significant achievement of my administration. It allows us to take on the most complex of criminal conspiracies—those criminal matters most appropriate to FBI investigative involvement and resources—yet it enables us to retain enough flexibility to address local crime problems and to shift investigative emphasis when needed.

I hasten to add that this ability to reorient our thrust and commit long-term resources to serious criminal conspiracies—quality cases as opposed to quantity cases—has been greatly facilitated by the superior performance of state and local police investigations.

For example, where major Federal involvement may have been necessary in past years to curb auto theft, state and local agencies now possess an amazing arsenal of skills and technology to investigate and prosecute such offenses.

I remember most vividly while police chief in Kansas City, with a state line as the western city boundary, my officers were regularly picking up scores of interstate stolen cars in the course of routine patrol—just like you people are doing. So today, the FBI is concentrating on auto theft ring cases operating on a multistate or international basis. We are not investigating every instance of a stolen car crossing a state line. By reason of your proficiency, we can now emphasize those cases wherein a significant part of the criminal activity lies in a second state. It is not an abdication of our responsibility but rather the fulfillment of a more appropriate Federal role.

By no means are we trying to avoid our statutory mandates, but rather to sharpen our effectiveness in our Federal role through selective enforcement. This is made complex, perhaps, because of the wide diversity of enforcement problems which exist between FBI field offices scattered nationwide and because Federal prosecution will differ in response to local needs.

Nevertheless, based on our experience and success to date, we are extremely optimistic that guidelines can be developed which

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"With increased concern about government intrusion into citizens' lives, the means of preserving their trust in us has high priority. We must have means to meet our responsibilities with strict accountability." —FBI Director Clarence Kelley

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will allow us to zero in on crime problems of national, multistate and regional significance and still enable us to work harmoniously with all U.S. Attorneys' Offices which, after all, must make the prosecutive decisions. Our experience, to date has also shown that these quality cases clearly require an investigative commitment on a long-term basis.

Certainly preventing and solving crimes are the most important work we do. But with increased interest and concern about government intrusion into citizens' lives, the means of preserving their faith and trust in us has high priority. From our standpoint as police executives, we must have means to meet our responsibilities with strict accountability. This vital function in the FBI is embodied primarily in our inspection program.

In accordance with our review of the variety of experiences of American law enforcement, we are radically changing the orientation and thrust of our inspections to meet the needs of the FBI today. Consonant with the granting of more autonomy to the SACs, we must retain the necessary accountability. This new inspection program will continue to insure conformance with official policies; but it will be tailored to the individual management needs of each division and field office and to the law enforcement priorities in each. We are now moving toward pre-evaluation—review of field office activities as reflected in our Headquarters records—for on-site problem solving. We are also moving from fiscal auditing into program-auditing evaluation—appraising results. Inspections won't be ennuet or automatic or at all routine. Instead they will be designed to address specific problems. In addition, we have established a formal internal affairs authority to assure professional responsibility. This FBI Office of not centralizing disciplinary responsibility in this office. I intend to directly oversee the handling of all such matters; but this formalized function will insure that every FBI member assumes a primary personal responsibility to prevent corruption, and to maintain professional discipline. Discipline will be applied uniformly. There are not now nor will there be any double standards tolerated.

Permit me to mention briefly a few other important new thrusts in the FBI. We are particularly proud of an undertaking launched last March with cooperation from your splendid organization. I refer to the highly acclaimed National Executive Institute. The NEI was developed and implemented by the IACP and the FBI to provide practical, refined training for police executives and administrators.

Distinguished guest lecturers at the Institute were drawn from

a broad spectrum of disciplines pertinent to police executive development. They included Herman Kahn of the Hudson Institute, Secretary of Labor W. J. Usery, Jr.; Professor James Q. Wilson of Harvard University. Topics included new scientific developments and research, legislative matters, concepts in financing and laboratory development.

Some 25 chiefs of major city police departments, our test group, were graduated from the first session. They were most enthusiastic.

As you know, the full scope of our training services is by no means reflected by this one example. As of last June, the FBI National Academy had graduated 10,000 lawmen at Quantico since the program's beginning in 1935. In addition, FBI instructors in our 59 field offices last fiscal year presented more than 107,000 hours of instruction in more than 10,000 training sessions attended by almost 320,000 criminal justice people.

In the FBI Laboratory, which has been a traditional and invaluable friend to law enforcement agencies throughout our country, some great new things are going on that should be of vital interest to lawmen. Among these is the Criminalistics Laboratory Information System—CLIS—which is now being developed and implemented.

What will CLIS accomplish? Its aim is to provide a computerized laboratory information system for the collection and dissemination of forensic science data. Such things as firearms rifling specifications and infrared spectrum data will eventually be available to state and local crime laboratories across the country through a telecommunications network—much like the National Crime Information Center system.

I have talked much in recent months about another vital program—Crime Resistance. We have been working with local police in five pilot communities to encourage citizen participation in resisting crime—by reducing their vulnerability to crime and diminishing the opportunities for criminals.

No vast sums of money are involved—these are community projects in which all the elements of the communities are encouraged to participate—private citizens, businessmen, local officials, news media—whatever resources the community has.

We are hopeful some measures were developed that proved effective in reducing certain types of crimes—measures that can be adapted to other communities' needs; but at the very least, we have learned that communities will unite, they will cooperate and they will expend effort and time to try to reduce crime—with the professional guidance of their local police.

We envision that the crime resistance movement—which is in the final analysis an attitude, a realization that crime is everyone's concern and responsibility—will spread across the nation.

A report soon will be published detailing the things we have learned from these pilot programs. But regardless of any success in terms of preventing crime, we have found that the assignment of Special Agents to work under the direction of the local police chiefs, teamed with local officers, has already been successful in terms of achieving a better understanding of our mutual responsibilities in the law enforcement partnership.

Let me turn to one other policy change which I consider extremely important. While I am far from satisfied with our success to date, I am committed to recruiting women and minorities into FBI service. We have, I believe, a good program; and while I take some satisfaction in the results to date, I am committed to the principle that the FBI will maintain its personnel standards; but we will also, in terms of its makeup of personnel, reflect the American population it serves.

Of course, these are only highlights of what we are doing. I have not mentioned our long-ranged planning development, or the myriad studies and policies designed to improve our proficiency and skills, nor the streamlining of our reporting systems, just to mention a few.

So this is, at best, a cursory view of the FBI today. You are the FBI's best customers as well as our colleagues. I respect and solicit always your views. I am quite cognizant of my responsibilities to the FBI, to you who share similar objectives in your positions and, most importantly, to the American people, whom we all seek to serve efficiently, diligently and always with integrity. I certainly don't have the authority to do all I might wish to do for my people, or to do all I might like to do in response to your wishes.

I know, however, that by working together, with spirit and enthusiasm and with an eye for the future, we will provide to the American people a safer, more tranquil society.

London Deputy Commissioner Urges Adoption of Beat Officer Concept as Crime Control Aid

The Deputy Commissioner of London's Metropolitan Police has recommended the concept of utilizing home beat officers to a select group of American police administrators at a meeting of the Police Executive Research Forum held in Miami Beach during the recent IACP conference.

Deputy Commissioner Colin P. J. Woods traced the development of the Home Beat concept back to the beginnings of the London force. "The methods used by the first Commissioners to achieve acceptance of the new police in the face of almost universal hostility are relevant today, not least in regard to our relationships with the young, and young black people in particular," he said.

Noting that four basic principles had guided the evolution of the London department, Woods remarked that the majority of the guidelines were applied in the design of the Home Beat concept. The principles included the prevention of crime as a primary objective, the restricted use of physical force, the impartial interpretation of the law, and the seeking of public approval.

"The significance of these basic principles to the Home Beat Officer is that if any one of them was asked for advice on the best way to behave to achieve success in his work," Woods said, "I believe you would be told in substance, to follow precisely these ground rules."

Woods discussed the introduction of the new unit beat system in the mid-1960s, noting the work of Chief Superintendent Eric Gregory, who was then in charge of the Home Office Research and Development Branch. "Despite the evidence to the contrary—the lack of effect of foot patrols on crime, the virtual abandonment of the village policeman in the rural communities and the success of the Lancashire 'prowl cars'—Gregory intuitively included the Home Beat Officer as a part of the unit beat system of policing and the concept was universally accepted without demur," Woods stated.

The Deputy Commissioner explained that Gregory's motivation for introducing the home beat concept was to make sure that the traditional contact between the police and the public was not lost through the force's increasing dependence on mobility and improved communications.

Recounting a recent incident in London's Notting Hill district, Woods contended that the only way to successfully police such racially sensitive areas is through gaining community support and confidence. "The classic means of achieving this aim is through individual policemen becoming well known and trusted by individual members of the community," he said.

Prefacing several anecdotes about home beat officers who used common sense and ingenuity to solve various community problems, Woods noted that "native shrewdness and a willingness to bend the rules in a good cause is more important than a knowledge of the law."

In discussing the role of the home beat officer in criminal intelligence matters, the Deputy Commissioner said that the London force has had "remarkable success" in dealing with top organized crime figures. "We have in consequence developed a system of making such criminals major targets for highly concentrated police activity," he said. "The fact that such individuals have been so categorized is circulated to collators and thus becomes well known to the home beat man."

Citing recent public opinion polls, Woods implied that the high public confidence in London police management is largely due to the work of the home beat policeman. "I would suggest that the human and sympathetic approach of the Home Beat Officer who deals with the majority of local minor crime assists us to retain our reputation," he said.

"The presence of the Home Beat Officer in racially tense areas is invaluable when rumors of police brutality—real or fictitious—flourish and grow with the compound interest of exaggeration," Woods added. "The home beat man, known in the local community at street, block and school level with an on-going commitment to his own patch, can and does play his part in deflating rumor and counteracting malicious anti-police campaigns."

Calling the home beat man "the mainstay of our organization," Woods predicted that if the beat system becomes more widespread, "we could revolutionize policing in London, and might even reverse the growth in petty crime."

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"We do have illegal gambling on the island but the main concern is number playing; it is called bolita. We have been hitting them very hard but we don't have popular opinion on our side; people say bolita is a local tradition."

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men in the United States?

CALERO: It is a difficult problem. You can't use informers exclusively because an informer will be reluctant to testify or may change his testimony under pressure. You may lose your case, have your witness convicted of perjury, and not touch the guy you were after in the first place. Although informers may be a good source of information, the best way to obtain convictions is to infiltrate the organization with undercover police officers.

LEN: One of the problems that they have in Ireland is the terrorist groups that threaten the police officers and their families.

CALERO: Well, we have that; we have had police officers killed. It is certainly true that when you have an undercover agent in a group you are not going to destroy his cover just for petty things. We let him continue to operate within the group; he will be feeding information up to the time we think the case is ready for court. Instead of one case, that way you can have three, four, or five cases. Successful undercover work in these groups is extremely difficult because they tend to be small and all the members know each other.

LEN: How about infiltration into the police department. Do members of leftist groups come into the P.D.?

CALERO: I don't think we have this. We are very, very careful in our character and loyalty investigations. Our police officers are on probation for two years. So I don't think we could be infiltrated, but of course there is always the possibility of it.

LEN: You have an election coming up in November. Do you expect terrorism to increase? Does it usually increase before an election?

CALERO: Well, it has been very, very peaceful and the governing party has changed with no problems. We have a party that calls for independence. As far as I can see, this group has a very smart lawyer as its head; judging from his pronouncements so far, he is against communism. Then there is the Socialist Party, headed by Juan Mari Bras; he advocates violence but he has recently delivered a clear statement to the effect that members of his party will vote in the election. There are always people who do not believe in voting. They hate the Yankees, as they say — they believe in revolution — they could resort to violence.

We have a two-party system here. There is the Popular Party, which is the party in power. Out of 77 towns, it has 72. Only five towns are in the hands of the Republican Party, the Partido Nuevo Prograssista. These two big parties will compete at the polls and one of them will be the victor; the small parties have no chance. There has been some tough language from these two parties but I don't really expect any trouble since both parties traditionally believe in law and democracy, but there could be some minor scratches on each side.

LEN: Do you have a problem with organized crime on the island?

CALERO: We don't have anything like you have in the States — the so-called Mafia. But our criminals seem to have learned some lessons recently and even if they are not organized, they behave as if they were. Some of these big burglaries and assaults indicate that these criminals know the tricks of the trade. They don't stop at killing people, including 10 police officers killed in 1975.

So while we do not have organized crime as you know it in Chicago or New York, we do have something of the kind. Take some of the known criminals here — Rafy Dones and Tony Iglesias, for example — who escaped to New York before they were captured. They both had lieutenants in different places to work with them. There have been shoot-outs between them and the police; at least in these cases, they got the worst of it.

But we also have other types of killings, types we haven't had before. People shot from cars, people killed while sitting in their houses reading their newspapers. When we investigate we find there is always some connection. The victim is known as a solid citizen until we investigate his background. If he was not manipulating a house of prostitution or a ring of prostitution, then he was collecting money, or involved in marijuana, drugs, or something like that. So the story is that he was a respect-

able citizen who was killed and obviously we are not going to go tell the newspapers after his death that this poor victim was actually connected to crime. But usually in these cases we find that the person killed had some involvement with the group that killed him.

LEN: How about gambling. You have legalized casino gambling here, don't you?

CALERO: In the hotels. We do have illegal gambling on the island but the main concern is number-playing; it is called bolita. I think it exists in New York also. This is an industry on the island, especially in the western and southern areas. We have been hitting them very hard but we don't have popular opinion on our side; people say bolita is a local tradition. And the police don't take much action against the poor guy who is selling a five-cent ticket. We are concerned with the big boss. He will have a nice family, status in society; he will arouse no suspicions; he will just collect his \$3,000 or \$4,000 or million dollars a week. We call these the big fishes and they are very difficult to catch. We have had some suc-

cess in infiltrating selected groups but this is difficult and expensive. We have to rent a Cadillac or a Lincoln and be at the big hotels every night and spending a night at one of these places could cost up to \$1,000. We have to spend that out of police funds, which are, of course, limited.

LEN: Is there contact with organized crime in the States? Are people putting money into crime on the island?

CALERO: Bolita has always been a local industry, but now for the first time we have a Puerto Rican connected with organized crime; he is a very wealthy guy who was able to get through to the Mafia in the States. I think he is coming here to get involved with drugs and bolita. But if this means that Puerto Rico is going to have a full-scale connection with organized crime — for that we will have to wait and see.

Next issue, Law Enforcement News will discuss the workings of a major suburban police force with Commissioner William G. Hegarty of the New Rochelle, New York Police Department.

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Justice Department to Shut Two Organized Crime Strike Forces

The Department of Justice plans a major shakeup of its organized crime section that will include the closing of two more strike force offices and the replacement of the section's chief, according to officials in the department.

The officials reported that William Lynch, the present head of the section, will be replaced by Kurt Muellenberg, who is currently the chief of the department's narcotics section. Lynch has been offered Muellenberg's present position.

As part of an ongoing effort to bring its drive against organized crime under tighter control, the department also plans to terminate the strike forces in St. Louis and New Orleans, the officials reported.

The move would bring the number of independent strike forces down to 13 from the original 18. Strike force offices were previously shut down in Baltimore and Pittsburgh and one in Newark was put under the direction of the United States Attorney's office there.

According to department officials, the strike forces that remain will be directed to focus on long-term, sophisticated investigations and to coordinate their actions more closely with the United States Attorneys in their areas.

The proposed shakeup comes on the heels of a heated internal squabble within the Justice Department's criminal division. The changes are being pressed by Assistant Attorney General Richard L. Thornburgh with the approval of Attorney General Edward H. Levi and Deputy Attorney General Harold R. Tyler, Jr. Thornburgh has directed the department's criminal division since July 9, 1975.

The Assistant Attorney General was

reportedly confronted with a hostile reception when he spoke with strike force chiefs at a recent meeting in Washington. According to several participants, the chiefs complained that vacancies in their offices were not being filled, that transfers were not being approved, and that lack of support from Washington was encouraging Federal law enforcement agencies not to provide adequate investigative assistance.

The chiefs also told Thornburgh that morale among strike force attorneys was the lowest it has been in the 10 year history of the units which are composed of personnel from a variety of law enforcement agencies.

William I. Aronwald, who heads the New York strike force, was said to be one of the most outspoken group leaders at the meeting. Although he declined to provide details about the session, he described the discussion at the meeting as "a healthy dialogue between us and Mr. Thornburgh about the future of the strike forces."

However, other participants said that "the discussions got very heated, and there were shouting matches between Thornburgh and some strike force chiefs." They added that Thornburgh had charged that the strike groups were wasting their time by investigating "nickel and dime" cases and by competing with United States Attorneys for cases not in their purview.

A number of strike force heads feel that Thornburgh is sympathetic to United States Attorneys because he had held such a post in Western Pennsylvania before he was selected to direct the criminal division.

As one aspect of his former job, Thornburgh chaired a sub-committee of the United States Attorneys Advisory Committee to the Attorney General, which recommended that the strike forces be brought under the control of United States Attorneys in some areas.

But Thornburgh pointed out that he has transferred control only in Newark since taking over the criminal division and that he acted there only because the unit was not functioning effectively.

Noting that his predecessor, Henry E. Peterson, had shut down the Baltimore unit due to its lack of productivity, Thornburgh said that any future closing would be for the same reason.

The Assistant Attorney General explained that his intention is to bolster the strike forces by making them more respon-

sible and more flexible to changing conditions. "Why not close down one office where it's not needed and open one where it is?" he asked, adding that the department is considering the implementation of a new unit in Texas to battle rising organized crime in the Southwest.

The former chief of the Brooklyn, N.Y. strike force, Nassau County District Attorney Denis Dillon said the strike forces needed some streamlining but that it would be a mistake to place them under the direct control of U.S. Attorneys.

"Most United States Attorneys are politicians, and the temptation not to act for a politician who needs broad support is great," Dillon said. "I've seen some very high politicians courting support from groups that have been infiltrated by organized crime."

Ford on Crime: Step Up Drug War, 100-Day Anti-Crime Crusade Planned

Continued from Page 7
the first six months of 1976.

Americans who have reverence for the law are fighting back. We must not stop until we tear away the shroud of fear from every corner of America to control rural and suburban crimes as well as those of the big cities.

But the criminal justice system cannot by itself control crime. Further reduction of the crime rate requires the involvement of all Americans. The neighborhood and the family are our best defense against crime. Family responsibility — not governmental programs — is the best way to make sure children are properly nurtured, the elderly are cared for, our cultural and spiritual heritage preserved and our laws respected. The police can do little to curb juvenile delinquency without the family's cooperation.

We hear more about the rights of juvenile offenders than about the rights of their victims. Forty-five percent of all violent crime is now perpetrated by juveniles. If they are big enough to commit adult violence, they are big enough to be punished for their actions. Too many violent and street-wise juveniles are using their age as a cloak of immunity. Detention may not help the juvenile, but it will certainly help his potential victims.

Genuine job opportunities for young people provide an alternative to crime. If rehabilitation is to become a reality, instead of the pretense it is today, the private sector must provide more jobs for those who have paid their debt to society.

In my crime message to the Congress, I called for a comprehensive Federal criminal code to serve as a model for state and local governments. I called for mandatory minimum sentences for certain Federal crimes and for violent repeat offenders. I called for legislation increasing the number of Federal judges. And I called for compensation of the victims of Federal crimes.

In response to my requests, the Congress has done nothing. Too many politicians today are underestimating the public's concern about crime. Just as the police identify career criminals, American voters will examine their ballots in November and identify those candidates who have demonstrated indifference or permissiveness toward crime.

I serve notice today that a top priority of the first 100 days beginning with Inauguration Day for the Ford Administration next January will be the rallying of America behind Federal anti-crime legislation. I will ask every police chief in America — and every citizen — to join in that crusade.

I will recommend strict controls and more stringent penalties to stamp out the threat of political terrorism which is totally alien to American ideals.

I ask all athletes, amateur and professional, to help our young people. Athletes can score high by providing youth with alternatives to crime. Heroes of sports instead of heroes of crime are the models for youngsters to emulate. I have directed my Council of Physical Fitness and Sports, in partnership with state and local authorities and private organizations, to promote team play rather than foul play.

The Federal Government shares direct responsibility for organized crime, white collar crime and official corruption. The Department of Justice has made great strides in combatting this kind of crime.

To ensure that this Federal effort is fully coordinated, I will establish an inter-agency council on crime. It will include the heads of all Federal agencies operating programs involved with crime. It will be chaired by the Attorney General. One of the first jobs of the council will be to review the policies of major domestic agencies and recommend changes to lower the crime rate. The council will also develop a comprehensive five-year plan for crime control and criminal justice programs throughout the Federal Government.

As much as one-half of all street crime is committed by drug addicts to support their habit. Since taking office:

- I have reorganized our programs and priorities to make maximum use of anti-drug resources.
- I met with the heads of state of Mexico, Turkey and Colombia to secure their cooperation in the international war on drugs.
- I proposed legislation which would close the loopholes that permit drug traffickers to prey on the young.

- I directed the Internal Revenue Service to reinstitute and emphasize a tax enforcement program aimed at high-level drug traffickers. Since then the IRS, aided by the Drug Enforcement Administration, has identified some 375 suspected big time drug pushers for intensive investigation.
- And I called for more than three-quarters of a billion dollars a year to finance the fight against drug abuse.

For every young person who dies of a drug overdose — and there were almost five thousand of them last year — there are thousands more who do not die but can only go through the motions of living.

We are making progress. Total Federal seizures of drugs and arrests of drug traffickers are up sharply over previous years. Cooperation among Federal agencies is far better. But our ability to deal with drugs depends to a large extent on the willingness of other governments to work with us.

Because Mexico is the major source of heroin entering the United States, the first foreign head of state with whom I discussed narcotic control cooperation was the President of Mexico. I met only last Friday with the new President-elect of Mexico. He has assured me of his full cooperation. With the continuing support of Mexico, we can drastically curtail this source of drugs in less than a year. I call upon state and local governments not to back away from their responsibilities in this area but to move forward until we bring the drug traffic under control.

Crime is a terrible enemy. But we can beat it and we are beating it. Victory requires a continued clear and predictable policy. It requires a real reverence for the law. I know I can count on you and millions of other law-abiding Americans who believe with us that by fighting crime we are building freedom.

Carter on CJ: More Aid to Courts; Greater Citizen Action on Crime Control

Continued from Page 7

is shown by the fact that his cabinet-level committee on international narcotics control has not met once since he became President. I will consolidate the three overlapping cabinet-level committees dealing with drug abuse and control into one and I will personally see to it that it functions.

Meanwhile, the Drug Enforcement Administration is an administrative nightmare. Mr. Ford left it for six months without appointing an administrator. Mr. Ford likewise let the highly effective narcotics traffickers tax program wither on the vine. I will revive the program to catch drug dealers through tax evasion indictments.

I do not accept the inevitability of increased crime in America, any more than I accept the inevitability of higher and higher inflation or unemployment. Immediate action must be taken:

- We must keep the Attorney General, the FBI and the Internal Revenue Service out of politics.
- We must appoint all judges and United States Attorney strictly on the basis of merit, not politics.

- We must eliminate our double standard of justice — one for the average citizens who go to jail; the other for big-shot criminals who go free.

- We must make sentencing swift and sure and more uniform for a given crime.
- We must target law enforcement assistance on court reform programs which permit swift trials, especially for career criminals who most often abuse the right to bail.

- We must provide more help for our courts to ensure better administration, and to simplify their procedures.

- We must permit law enforcement agencies to concentrate on serious and violent crimes.
- We must concentrate law enforcement efforts more in the high crime areas.
- Neighborhoods can be organized to cooperate with law enforcement efforts and to assist police officers.

- We can recruit law enforcement apprentices and aides, and volunteer citizens to help with controlling crime and with pardon and parole supervision.

- We must provide better street lighting and better recreation opportunities in areas where juvenile crime rates are high.

- We must reform our prisons and carefully plan every inmate's prison career to maximize the effect of rehabilitation programs.

- We must coordinate and escalate our efforts to control the illicit traffic in drugs. Special cooperation with Mexico, for instance, is necessary to reduce the sources of heroin.

- All government programs must be constantly assessed to strengthen American families and neighborhoods.

- National efforts by news media, educators, public officials and private organizations must be sustained to publicize the methods of preventing and combatting crime.

- We must back our law enforcement officers, give them adequate pay and training, and insure cooperation among different government agencies responsible for controlling crime.

Presidential leadership can make a difference. We can make our existing crime-fighting programs more efficient and effective. We can have a stronger economy, and more jobs for our people, and that will lessen crime.

I think our country's leaders, beginning with the President, can set an example and set a tone that will increase respect for the law and increase the sense of national unity, and that can lessen crime in America.

Crime reflects a sickness in a society. I think that, working together, we can make ours a more healthy society, and one in which we need not live our lives in fear. I intend, as President, to provide the leadership that will turn the tide against the scourge of crime. I ask your help in that great undertaking.

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MEDIA WATCH

'76 TV Season: Prime Time = Crime Time

By JANET E. FISHMAN

Media Watch is a new column in Law Enforcement News that will appear once a month alternating with Book Notes. Media Watch is designed as a forum for members of the law enforcement community to express their views about the content, quality, objectivity and realism of programs, news stories, magazines and films. In addition, it will keep our readers informed about the latest research concerning the content and effects of the mass media vis a vis violence, crime and law enforcement.

Media Watch's first project invites our readers to participate in a review of the Fall 1976 prime time TV season. We ask you to watch the regularly scheduled television series which are classified by the networks as "crime dramas" and those situation comedies that have as their central character a member of the criminal justice community. There are 22 TV series that fall into these categories and they account for 17½ hours of prime time broadcasting each week.

The importance of such monitoring cannot be overestimated. This season, 28 percent of prime time (Sunday through Saturday, 8 to 11 P.M.) television is in the "crime drama" or related categories. This does not take into account the several crime and law enforcement-related theatrical and made-for-TV films shown during

the 21 percent of prime time devoted to movies and specials. These shows will be watched by a sizable number of Americans and they too will play a major role in shaping the public's attitudes toward the criminal justice system.

The majority of our citizens have only fragmentary first hand experience with the various facets of the criminal justice system. While many of our citizens have had at least some interaction with police officers, very few had had the occasion to observe the investigation of a crime, visit a police station, speak to a suspected or convicted felon, attend a trial or observe the inside of a prison. Yet, the great majority of the population will not hesitate to describe and comment on these situations. Their attitudes, beliefs and expectations about these situations are often based on the stereotypes presented in the media rather than on first hand observation. These media-supplied stereotypes become internalized and experienced as "reality" by the public.

These crime-related TV shows are also watched by members of the law enforcement community as well as by the general public. Certainly media stereotypes have somewhat less of a general impact on these individuals since they have a wealth of first hand knowledge that can be used to "real-

ity check" the media presentations. However, even with this "knowledge filter," they often find themselves provided with a media created identity to which they consciously or unconsciously compare themselves. As C. Wright Mills points out in an exploration of the effects of media in *The Power Elite*:

"...the media brings the reader, listener, viewer into the sight of larger, higher reference groups — groups real or imagined, up-close or vicarious, personally known or distractedly glimpsed — which are looking glasses for his self-image."

Thus, stereotypical portraits presented on crime-related entertainment programs can be instrumental in structuring the viewers' perception of and opinions about the causes and consequences of crime as well as about the role and effectiveness of the police, private detectives, the courts and

Continued on Page 15

LEAA Releases Handbook on Witness Managing

The key to solving many crimes lies not with criminal justice agencies but with witnesses who "require competent, professional handling," according to the findings of a recent LEAA study.

The results of the survey along with a handbook for improving witness management were recently published by LEAA's National Institute.

Entitled "Improving Witness Cooperation," the 65-page publication presents the findings of a 1973 Washington, D. C. witness survey and provides guidelines to help police and prosecution agencies refine their treatment of witnesses.

The handbook section of the report covers such topics as Police/Prosecution Verification of Witnesses' Names and Addresses, and Briefing the Witness.

Copies of the publication are available for \$1.45 from the U.S. Government Printing Office, Washington, D.C. 20402.

New Books on Review

The Law Enforcement Process. By Alan J. Butler. Alfred Publishing Co., Inc. Washington, N.Y. 266 pp.

Butler presents a very informative discussion of the origins of the law, police, courts, and corrections. After discussing crime and juvenile delinquency, he focuses on the local police in terms of the police role, the relationship of the police to society, and police management. Finally, he considers Federal, State, and private police agencies.

The broad subject matter of this elementary textbook prevents the author from discussing individual topics in depth. Nevertheless, the book raises provocative relevant questions. One should also note that Butler has included the Constitution of The United States as an appendix to the text. Although this is such a fundamental document to law enforcement, one rarely sees it in texts dealing with the subject. **The Law Enforcement Process** is indeed a contribution to the material available designed as an introduction to the field of law enforcement. —Darrel W. Stephens

Police Supervisory Practice. By William J. Osterloh. John Wiley & Sons. New York. 1975. 253 pp.

Those familiar with police departments will generally acknowledge that the success or failure of programs or the attainment of goals and objectives is, to great extent, dependent on the first line supervisor. Although the importance of the first line supervisor is generally acknowledged, most of the literature available is devoted to the

management level. Moreover, the books specifically written for first line supervisors are rather simplistic in content and do not address many of the aspects of a police supervisor's job. Osterloh's book is a significant contribution to the literature available on police supervision.

Police Supervisory Practice contains four main sections. The first two sections such issues as teamwork, development, discipline, morale, and leadership. Osterloh's approach is to develop the role of the police supervisor by discussing the various issues from the perspective of both the supervisor and the subordinate. In addition, the author provides information involving the "how to" aspects of these areas. The author obviously has higher expectations of a police supervisor than do most police managers.

The third section of the book addresses what the author calls "basic and special" supervisory skills such as decision making, public speaking, performance appraisal, and manpower deployment. The final section of the book discusses police community relations and the promoting of professionalism.

Osterloh has done an excellent job of providing useful information for the police supervisor or one who aspires to become a police supervisor. **Police Supervisory Practice** is a refreshing departure from the traditional literature on the subject and, hopefully, the beginning of a trend to provide material with more depth and substance for police supervisors. —Darrel W. Stephens

New Publications from the Criminal Justice Center

The following publications are now available from the Criminal Justice Center of John Jay College of Criminal Justice.

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This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. The authors discuss five important aspects of developing an effective evidence technician program, including: selection and training of personnel, the physical resources needed for the processing of crime scenes, optimal organizational structures, effective field operations, and guidelines for developing meaningful evaluations. (89 pp.)

Guide to Library Research in Public Administration _____ # of Copies
By Antony E. Simpson \$4.95

This book was especially written for graduate students, undergraduates, faculty and organizationally-based researchers, engaged in research in public administration. It also includes material likely to be of considerable value to students in other specialties within the social sciences.

The major sources and reference tools which provide access to the literature of the field are cited and described and are discussed in the context of an overall library search strategy designed to solve any given research problem. (210 pp.)

Grants and Grantsmanship _____ # of Copies
By Robert E. Gaensslen and Allanna Sullivan \$7.75

For many organizations, seeking external funding is becoming a matter of prime concern. Because of the present economic crunch, the programs and services of agencies are being cut and modified. Therefore "grantsmanship" is fast becoming a necessary skill. To help inform those in the criminal justice field of the intricacies involved in acquiring a grant, the Criminal Justice Center at John Jay College has reprinted "Grants and Grantsmanship," a three-part series published in LAW ENFORCEMENT NEWS (16 pp.)

Basic Legal Research in the John Jay College of Criminal Justice Library _____ # of Copies
By Antony E. Simpson \$1.50

Written to meet the particular needs of the John Jay College student body, this booklet presents discussion and descriptions of selected bibliographic sources appropriate for legal research involving federal, New York State and New York City law. Such tools as citators, digests and encyclopedia are discussed in depth. The booklet provides a valuable and concise introduction to legal bibliography and standard techniques of legal research. (42 pp.)

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LEAA's Farmer Offers Views of Police Research in the US

Continued from Page 5

ing police performance. In some cases, this is undoubtedly true. Despite the "findings" in the report of the President's Commission on Law Enforcement and the Administration of Justice, no definitive data existed prior to this study on the relationship between response time and the outcome of specific crimes. Based on the analysis of the data available at the time of writing, the indications are that the Kansas City Response Time Study will show that response time is not critical in as many situations as is usually supposed; it questions in particular whether response time should be given such weight in managing and structuring the police response to property offenses. If the citizen typically takes (say) 15 minutes to report a crime incident, there is little point in the police department using its sirens and lights. There is little point in pouring funds and effort into clipping off minutes and seconds from the communications and dispatching process when gross delay is elsewhere. The details of the research will be published during 1976. The Wilmington Split Force Experiment is an attempt to look beyond Kansas City. It will test and evaluate a selected patrol strategy, Split Force Patrol — a concept which has been discussed for some time. At the same time, it will develop and evaluate a directed or planned approach for improving preventive patrol. Directed preventive patrol in this sense contrasts with the traditional practice of leaving preventive patrol essentially to the discretion of the individual officer: it involves the prior planning of patrol activity in terms of specific goals and tasks. Since December,

1975, the patrol force in Wilmington has been split into two parts. One part responds only to complaints and to requests for service: it undertakes no preventive patrol activity. The other part is responsible only for preventive patrol, and it does not respond to calls for service. Naturally, there are situations in which this distinction is not maintained, as in the case of certain types of extreme emergencies. In this way, an attempt is being made to isolate, improve and analyze preventive patrol. The results of the Wilmington experiment should be available in 1977.

After the two Kansas City experiments (the South Patrol and Response Time studies), Wilmington sets the pattern. No longer can the modern patrol administrator merely be content to do today whatever was done yesterday. Serious and documented doubts have been raised about patrol and the substantial opportunity for experimentation available to most police departments has been demonstrated. Like Wilmington, the modern police department must look more closely at its patrol methods. It must try new approaches and collect hard evaluative data on these alternatives. The old ways may not necessarily be the best.

2. Program Performance Measurement

One of the more significant factors inhibiting fully effective police management is the current state-of-the-art of program performance evaluation. This being more widely recognized as traditional ways of evaluating program activity are being questioned. Program evaluation systems now in use not only measure police programs badly but also actually distort police activity. Examples are the typical evaluation sys-

tems relying on crime and clearance (or clear-up) rates. As is well known, such data are inaccurate (taking no account of unreported crime); they are open to manipulation (through "canning" or "downgrading" of crimes, for instance); they lump together apples such as major cases with pears such as open-and-shut cases; they cover only a portion of police activity (omitting non-crime activity, for example); and they "measure" activity which results not only from police action but also from other factors such as luck, the activities of other elements of the criminal justice system and social forces. The distortions of activity that result from such systems can be illustrated with reference to (say) property recovery. Where arrests and clearances are stressed (such as in New York City), detectives will tend to perform poorly in terms of recovering stolen property. People respond to their evaluation systems — police officers no less than children or atomic scientists.

This lack of an effective police program performance evaluation system was regretted by the 1973 National Advisory Commission on Criminal Justice Standards and Goals. It recommended that "a national study be undertaken to determine methods to evaluate and measure the effectiveness of individual police agencies in performing their crime control functions." In 1974, the National Institute initiated a major study of police program performance measurement by the American Justice Institute in Sacramento, California, with first phase reports scheduled for mid-1976.

Two basic notions underlie the commissioning of the American Justice Institute study. The first concerns the concept of performance indicators. Economists have had considerable success in describing the "health" of the economy by analyzing indicators, and it seems practical for police administrators to take a leaf from the economists' notebook. Indicators are not measures: rather they are indirect signs which show something about the thing to be measured — the "economy" in the one case or the "police program" in the other. Some indicators may point up and others down, and, unlike measures, they may not have a straightline relationship with the thing to be measured. In police terms, burglary clearance constitutes a defective "measure" of burglary investigative performance. The defects, noted earlier, inherent in evaluation systems relying on crime and clearance rates apply to burglary clearance utilized as a "measure". Understood properly and with other indicators, however, a burglary clearance figure can be used as a satisfactory "indicator" of performance. The second notion concerns the source of performance indicators. Traditionally, police agencies have relied too much on data generated internally within the department — such as reported crime incidence, clearance and workload figures. Externally-generated data, viewed as indicators rather than measures, are also available — particularly now that sophisticated opinion sampling has become commonplace. This permits the collection of information on citizen perceptions (for example, perception of safety) and its analysis over time. Which of the following two hypothetical statistical statements would be the more important for a police manager? Last year 30 percent of the residents reported that they were afraid to shop in downtown areas and this year 50 percent so fear — as indicated by community surveys. Or, this year the city experienced 1,200 muggings, compared with 1,000 last

year. The answer is that, used appropriately, they both can be useful indicators.

3. Anti-Corruption Management

No police agency can escape the hazard of corruption and the consequent necessity of an anti-corruption management program: the traditional method of handling these issues is being questioned. The hazard is inescapable, because the nature of police work provides officers with significant opportunities and pressures to take rewards in the form of gratuities and payoffs. Police corruption is not a problem confined to places like New York City and San Francisco — nor, as is clear from the London experience, to the United States. No city, large or small, in any country can be regarded as exempt from the hazard. Thus few police departments of any size can afford not to have internal affairs sections.

Discussion of police corruption in police science textbooks can be described, at best, as anaemic. The literature is so sparse that, when it comes to corruption, the police administrator is virtually on his own. An adequate typology of corruption and analysis of anti-corruption strategies and tactics do not currently exist.

Following the Knapp Commission in New York City (a commission which published its report in 1972) and reinforced by concern following Watergate, serious interest in police corruption has flickered in the United States: some useful consequences may result. In 1975, the National Institute initiated a substantial study of Police Anti-Corruption Management Programs by the John Jay School of Criminal Justice in New York City. Designed as a first-cut study to start writing the "missing chapter" in the textbooks, the John Jay study will include a description and preliminary evaluation of anti-corruption programs as well as an examination of measurement techniques and the development of a typology of corruption. A final report is scheduled for 1976.

There is a need in the police community to develop a systematic approach to anti-corruption management, and thus is intended to be one of the results of the John Jay study. The systematic approach involves activities such as cataloguing corruption hazards (to trucks, construction sites, bars, etc.), specifying indicators for each hazard of the levels of corrupt activity, and then selecting appropriate management alternatives. Examples of management programs are the creation of turnarounds; the use of field associates, officers in the field reporting covertly to the central internal affairs section; the insistence on a proportion of self-initiated investigations by internal affairs units; and so on.

There is a need also to develop a realistic and operationally meaningful definition of corruption. The flat approach represented by the declaration "the only honest buck is in your paycheck" may be a policy not as realistic as one which focuses on specific types of corruption. Zeroing in on the practice of obtaining free meat from the butcher may make more sense than attacking the "free cup of coffee" question. The use of badges to obtain free theater admittance may not require the same disapproval as accepting money for ignoring a traffic violation; or again, maybe it does. There is a need also to develop organizational and strategic approaches for attacking corruption at the higher, as well as the lower ranks.

Corruption is not a problem confined to the police. Indeed, intuition suggests that more significant corruption occurs in other

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Current Job Openings in the Criminal Justice System

Instructor — Police Science. Hawaii Community College is seeking an applicant with a Masters in Police Science or a Criminal Justice equivalent. The position also requires civilian police work experience and teaching experience at secondary or postsecondary level (community college teaching experience preferred).

Submit resume, official transcript and three letters of recommendation to: Alma Cooper, Chairperson, General Education/Public Service Division, Hawaii Community College, 1175 Manono Street, Hilo, Hawaii 96720. The filing deadline is October 31, 1976.

Criminal Justice Planner. The Suffolk County (N.Y.) Criminal Justice Coordinating Council has set a \$16,700-\$20,619 salary range for a criminal justice planner. Successful applicant will design and implement classification system for inmates of Suffolk County Jail in Riverhead, Long Island.

Requirements include an M.A. in Behavioral Sciences or Criminal Justice plus five years experience. Applicants with two years of experience in program development and evaluation and a Ph.D. will also be considered.

Applications should be sent to Cheryl Swift, Suffolk County Criminal Justice Coordinating Council, Riverhead County Center, Riverhead, New York 11901. (516) 727-4700, Ext. 296.

Systems Analyst. Salary range is \$14,190 to \$19,380. A B.A. in business or law enforcement is required. Successful applicant will aid in determining informational needs of police and draft equipment and bid evaluations.

Minimum of three years computer programming or system design is required, and experience in police record systems is preferred. Send resume to: Personnel Office, City Hall, 515 Watchung Avenue, Plainfield, New Jersey 07061.

Director, School of Criminal Justice. Michigan State University is offering a senior level appointment to an applicant who holds a Ph.D. or equivalent. Other requirements include college level teaching experience, administrative experience and research competence.

Effective date of appointment not later than September, 1977. Applications, vita, qualifications and three names and addresses of references should be forwarded to: Dr. Terence Dungworth, Chairperson, Director's Search Committee, School of Criminal Justice, Michigan State University, East Lansing, Michigan 48824.

Faculty Positions. American University anticipates that it will have some teaching positions open for 1977-78. Rank and salary is negotiable. Applicants must have doctorate with research capability and teaching experience in their chosen area of specialization. Specialists in police and corrections are most desirable, however,

others are invited to apply.

Vita and letters of recommendation must be sent by January 1, 1977 to: Professor Richard Myren, Center for Administration of Justice, American University, Washington, D.C. 20016.

Social Scientist. Boston University School of Law Center for Criminal Justice is offering \$12,000 to \$15,000 for this position. Actual salary will depend upon education and experience.

Ph.D. or work beyond M.A. required to assist the center's legal staff in implementing and evaluating the impact of criminal investigatory guidelines on police officers.

Individual should be skilled in data collections, analysis and writing. Prior work in the police field is preferred, but is not a prerequisite. The applicant must have the ability to translate sophisticated statistical methodologies and analytical results into comprehensible English.

Resumes should be sent to Carol Rogoff Hallstrom, Center for Criminal Justice, Boston University, 209 Bay State Road, Boston, Massachusetts 02215.

Chief of Police. Patterson, California is seeking an individual with an extensive knowledge of modern police administration, strong leadership and the ability to innovate programs. College level training in law enforcement and considerable command experience is preferred. The salary range is \$15,600 to \$18,070.

Applicants should send pertinent background information to: City Manager, P.O. Box 667, Patterson, California 95363.

Administrative Positions. The Federal government has announced that professional and administrative career examinations will take place within the next few months at regional U.S. Civil Service Commission field offices throughout the country.

Grade GS-5 positions require a B.A. or three years of responsible experience or an equivalent combination of education and experience.

Grade GS-7 positions require a BA plus one year of graduate study, or an LL.B. or J.D. degree from a recognized law school, or four years of responsible experience, or an equivalent combination of education and experience.

The written test is given on a limited basis. For application procedures, test dates and cutoff dates, contact the nearest Civil Service Commission Federal Job Information Center in your area. To find the location of the center in your state, call (800) 555-1212.

Security Manager. A major New York firm seeks applicants with B.A. or B.S. degree, plus business experience in retail security management. Salary for the position has been set at \$12,000.

For complete information, contact Tom Doyle,

John Jay College of Criminal Justice, 445 West 56th Street, Room 3406, New York, New York 10019.

Assistant Professor, Administration of Justice. Effective January 1, 1977. Salary negotiable. Ph.D. and teaching experience preferred. Applicants who have a terminal degree plus extensive experience in an agency of justice also will be considered.

Successful applicant will teach two courses each semester. Additional responsibilities will include a heavy involvement in continuing education-community service type programming in all components of justice. The ability to communicate and cooperate with operational personnel along the complete justice spectrum is essential.

Contact: Professor Henry Burns, Jr., Chairperson, Dept. of Administration of Justice, University of Missouri-St. Louis, St. Louis, Missouri 63121.

Instructor in a Criminal Justice Program. Requirements include an M.A. in Corrections and related field experience. Salary will depend upon applicant's qualification and experience.

Mail resume and transcript to: Richard R. Weber, Jamestown Community College, 525 Falconer Street, Jamestown, New York 14701. Closing date for filing application is November 20, 1976.

Investigator, Accountant/Investigator. The New Jersey Division of Criminal Justice has two positions available. The investigator job requires a B.A. or an M.A. in Criminal Justice plus two years of experience in an investigative police agency performing undercover duties.

The accountant/investigator position requires a degree in accounting and experience in the field as well as an M.S. in Criminal Justice.

Apply to Glenn Diney, New Jersey Division of Criminal Justice, 13 Roszel Road, Princeton, New Jersey. (609) 452-9500 Extension 375.

Research Associate. The National Council on Crime and Delinquency is seeking an individual to compile juvenile justice delinquency research, perform secondary analysis of primary data and communicate research findings.

Requirements include an M.A. and experience in juvenile delinquency. Salary will start at approximately \$15,000.

Apply by October 31, 1976 to: The National Council on Crime and Delinquency, Continental Plaza, Hackensack, New Jersey 07601.

Director of Security. Requirements include college security experience, knowledge of law, investigative procedures, and work experience with college-aged youth. Four-year college degree is preferred.

Hiring salary range is \$17,000 to \$18,500. Campus enrollment of 10,000 includes 3,600 resident students.

Send resume to W.R. May, Assistant Vice President for Operation, SUNY-Binghamton, Binghamton, New York 13901.

Assistant Professor, Administration of Justice. Tenure track, beginning September, 1977. Ph.D. required in one of the social science disciplines with professional and research interest and/or publications in Sociology of Law, Criminology, Deviance, Complex Organizations, for an interdisciplinary program in the Administration of Justice. Salary will be \$15,000 to start.

Send vitae to: Dr. Abraham S. Blumberg, Director, Administration of Justice, University of Missouri-Kansas City, Kansas City, Missouri 64110. Deadline for applications is December 1, 1976.

JOB ANNOUNCEMENTS

If your department, agency or educational institution has any job openings in the criminal justice field, we will announce them free of charge in this column. This includes administrative and teaching openings, civil service testing date periods for police officers, etc., and mid-level notices for federal agents.

Please send all job notices to: Jon Wicklund, Law Enforcement News, 448 W. 56th Street, New York, NY 10019. (212) 489-5161.

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Continuing NYCPD Protests Seen Yielding Lower Department Morale

Continued from Page 1

horn. "You've got to keep cool heads," he urged. "We're working on this for you together."

"We want the cops out," he continued. "Let us do our job inside and you keep cool heads out here. We don't want the situation to get out of control because we don't want anybody to get hurt."

Weaving charged that the arrested men had been "wrongly grabbed," and explained that "our lawyers say there's no question they'll walk away with anything."

A chorus of jeers, boos and curses greeted the PBA president's remarks, but the police protestors did not make a second attempt to break through the barricades. A few hours later, the demonstration ended without further incident.

All four of the arrested officers were given summonses and two were suspended without pay pending departmental trials. The suspended policemen were charged with obstructing traffic and failure to comply with a lawful order. The other officers were charged with disorderly conduct and obstructing traffic.

Michael I. Savern, dean of the Columbia University Law School, is mediating the latest contract negotiations. The talks were initiated yesterday after more than a week of informal discussions proved fruitless.

Despite Zuccotti's announcement that more police manpower cuts are imminent, both he and Weaving seemed optimistic about the chances of the mediated talks resulting in a settlement of the deadlocked contract battle. The dispute is focused on the city's refusal to grant the PBA a six percent retroactive pay increase, and the

imposition of duty schedules that force each police officer to work an extra 10 days a year.

Weaving noted that he "might go for" a compromise settlement in which his union would waive the salary boost in exchange for a return to the old duty charts.

Zuccotti declared that the city's current financial plan has "room for negotiations." Previously, both he and Mayor Abraham Beame had stood firm on the schedule and the deferred pay issues.

As the contract dispute drags on into its third week, top department officials have expressed their concern over the effects that the off-duty protests have had on the department and the city. They declared that the department is in a state of disarray and estimated that the city has spent more than \$850,000 in overtime pay to police the demonstrations.

Some officials have acknowledged that morale at all levels is at its low point and that job performance has slipped significantly. They added that dissension over how to cope with the problem has now spread to the department's upper echelons.

Meanwhile, the commissioner said in a recent interview that he disagreed with evaluations that "we are in chaos or disarray."

"A number of people have had their programs suspended or reduced in scope because of the need to provide personnel at the demonstrations, and that may be disturbing them," he said. "Maybe some have forgotten that they have to be able to react on short notice and that this is an emergency period."

IACP Spotlight

Ring Preventing Accidental Firing Of Cop's Gun Wins Award

A magnetized gun-ring system that prevents an assailant from shooting a police officer with the officer's own revolver was awarded a first prize of \$5,000 at the recent IACP Conference in Miami Beach.

Invented by Joseph E. Smith, 43, of Sunnlyvale, California, the Magna-Trigger Safety System has been praised as "the greatest advance in police weaponry in the past 100 years." The award was one of three presented at the annual American Express-IACP Police Science Awards.

Smith's device utilizes a powerful samarium cobalt magnet which is placed in a specially-designed finger ring worn by the police officer. A similar magnet is positioned within a modified gun so that the weapon can be activated only by the presence of the magnet in the ring.

The Magna-Trigger Safety System has been available in its present form since June, 1976. It is presently being used by eight law enforcement agencies in California and New Jersey.

A second prize cash award of \$3,000 was presented to the Los Angeles County Sheriff's Department for a testing program which demonstrated that police work can be performed more safely, efficiently and reliably in smaller vehicles than those ordinarily used for police work. The test examined specific performance and economy factors in the selection of patrol cars.

Before the testing procedure was implemented, the sheriff's department had utilized the more conventional purchasing practice of buying official vehicles on the basis of what manufacturers designated as appropriate, and what purchasing agents deemed to be a low bid.

Abandoning this widely-used selection method, the department designed an annual vehicle testing program that identifies the best suited, safest, and most reliable vehicles, based on the department's own specifications. In addition to handling and performance, fuel consumption economy was also stressed by the Los Angeles test.

An individualized approach to law enforcement instruction has earned the Los Angeles Police Department third place honors and a \$2,000 check in the American Express-IACP competition. The department has applied the concept of individual learning packages, including the use of multi-media devices, to the teaching of police work.

Developed over a four-year period, Multimedia Instructor for Law Enforcement (MILE) is based on the concept that police recruits arrive at training session with different degrees of experience, educational levels and learning patterns. The system forsakes the standard training methods that do not take into consideration the resulting variances in learning capabilities and that generally assume that the cadets possess good verbal skills.

To enable recruits to learn at their own pace, MILE utilizes video tapes, workbooks, simulation, and role playing. The system employs skills other than verbal ability to give a wider range of candidates the best possible chance of learning.

Andrew F. Phelan, Vice President of Corporate Security for the American Express Company, presented awards at the company and is administered by IACP to recognize and reward significant developments in law enforcement technology.

A Selective of Police Research in the United States

Continued from Page 12

elements of society, and that widespread police corruption cannot exist without substantial corruption in other segments of society. With this in mind, the National Institute is considering the initiation of a major study of the policing (a term used in the broadest sense) of corruption in licensing and regulatory agencies, with a final report scheduled for 1977. Nevertheless, the "tu quoque" argument is no reason for not intensifying efforts to combat police corruption.

Police corruption cannot be successfully addressed exclusively by repressive programs. Needed also are the positive measures—the installation of esprit de corps, the development of more effective rewards for sound performance and the fostering of a general attitude of intolerance among peers toward corrupt activity. These positive measures must counteract the dispiriting aspects, too evident in the police service, of the paramilitary system and of bureaucratic attitudes. There is a need to explore reward/punishment incentives, with a view to strengthening the positive. Future research must also address these debilitating aspects—some of which (like the paramilitary structure) may owe more to historical accident than to the exigencies of the work. As future research proceeds, such challenges to traditional approaches are likely to become more acute.

4. Criminal Investigation

Police administrators have become increasingly concerned in recent years with the question of investigative productivity; therefore, the old ways are being seriously challenged. Detective bureaus typically

have been areas of the police service most resistant to change, and they have been the guardians not only of tradition but also of some questionable management practices. Criminal investigation activities are a good target for research and for reform.

Two Institute-supported studies have addressed this issue. One by the Rand Corporation was intended to survey detective management and operational practices in departments throughout the country. Another by the Stanford Research Institute was designed to develop a felony investigation decision model. Final reports were produced in early 1976.

The Rand Study represents essentially an evaluation of detective and investigative practices in the United States, and it presents conclusions which intensify the discomfort the investigative function. The following sample of these conclusions are illustrative—full documentation may be found in the Rand report, *The Criminal Investigation Process*. More than half of all serious crime receives no more than superficial attention from investigators. An investigator's time is mainly taken up in work on cases that experience indicates will not be solved. For solved cases, more investigator time is spent on the post-, rather than the pre-, investigative phase. The single most important determinant of whether a case will be solved is the information the victim supplies to the immediately responding patrol officer. Of solved cases in which the offender is not identifiable at the time of the initial report, almost all are cleared as a result of routine police procedures. In most departments, investigators do not consistently and thoroughly document the key

evidentiary facts, with untoward consequences for prosecutors. These are the sort of conclusions which are detailed in the Rand report.

The Stanford Research Institute study focuses on the issue of identifying unproductive cases—cases which should not be investigated beyond the preliminary investigation phase because chances of solution are too slight. Here is an area where police reality and public myth diverge, because the notion that some crimes are too difficult or even impossible to clear (not because they are "perfect" crimes but because there is nothing to work on) is a hard truth. Police departments have tended to disguise this reality by involving detectives in considerable public relations activity. At the same time, departments and investigators have tended to do the only possible thing—to concentrate on cases where possibilities for results are the greatest and to do whatever public relations work is necessary concerning the remainder. The problem is that the criteria for selecting cases with high payoff potential are sometimes dubious, involving the political clout of the victim(s), the public attention which is given to the case, and the ad hoc judgments of the investigator. As crime rates have increased, the necessity has become clearer of closing unproductive cases after the preliminary investigation stage—in view of manpower limitations. Most robberies and burglaries in New York City, for instance, are in this category. Clearer also becomes the need to give closer attention to the criteria on which the go/no-go judgments are based.

The Stanford Research Institute has

done pioneer work in this area, having developed decision tables for some major crimes. Significant work has also been done on this question by the City of Rochester Police Department, which has developed a systematic approach for determining whether cases should receive either a "field" or an "office" investigation. The Rochester approach involves instructing the responding officer how to tell the victim about the kind of investigation his case will receive.

• • •

Taken individually, research in areas such as those outlined above is helpful. Some of it questions accepted wisdom. Some of it confirms and supports reforms based on "discoveries" well known to police officials since time immemorial. All of it challenges tradition.

Taken together, research in these areas indicates that the traditional reactive role of the police administrator is starting (slowly) to pass. It is becoming less easy for the administrator merely to preside, reacting only to this pressure or that while the department takes care of itself. Circumstances are requiring the administrator to do what few chiefs have done—to lead.

Taken together, research in these areas also indicates that we need more research—more answers. The police administrator must be more willing to conduct research and to undertake genuine experimentation.

The police researcher must be used more closely by the administrator. We now know enough, not only to assert that the old ways may not necessarily be the best ways, but also to know that we do not know enough.

November 4-7, 1976. Annual Meeting: American Association of Criminology. To be held at the University of Arizona in Tucson. For further details, contact: R. Huff and R. Maier, University of California, Irvine, CA 92664.

November 7-9, 1976. National Conference on the Planning and Design of State Court Programs and Facilities. At the University of Illinois, Urbana-Champaign campus. Sponsored by the National Clearinghouse for Criminal Justice Planning and Architecture. For details, contact: Daniel F. MacGilvary, Courts Project Administrator, NCCJPA, 505 East Green Street, Champaign, IL 61820.

November 8-12, 1976. Crisis Intervention Course. To be held in Bloomington, Indiana. The course addresses the problem which arises when police must intervene in crisis situations. Tuition: \$245.00. For details and registration form, contact: Center for Criminal Justice Training, Indiana University, School of Public and Environmental Affairs, Harrison Building, Suite 502, 143 W. Market Street, Indianapolis, IN 46204. (317) 264-4607.

November 8-12, 1976. Comprehensive Assets Security Course. At the Lake Shore Club of Chicago. Sponsored by the American Society for Industrial Security. Registration fee: \$350.00 for ASIS members, \$400.00 for non-members. Arrangements have been made for special room rates. For brochure and registration form, write American Society for Industrial Security, 2000 K Street, N.W., Washington, DC 20006.

Upcoming Events

November 10-12, 1976. Crime Analysis Course. At the Sheraton Commander in Boston. For details, write: Michael E. O'Neill, Vice President, Theorum Institute, 1737 North First Street, Suite 590, San Jose, CA 95112.

November 15-19, 1976. Police Supervision Course. Program is designed for first-line supervisors who have the responsibility for motivating and directing people. Tuition: \$245.00. For further information, consult November 8-12 (crisis intervention course).

November 16-18, 1976. Seventh Annual Institute: Law, Psychiatry and the Mentally Disordered Offender. Presented at the Student Center, Southern Illinois University-Carbondale. Further information can be obtained by writing: Dr. Terry Brelje, Chester Mental Health Center, Chester, IL 62233.

November 19-20, 1976. Conference: Crime Prevention — Myths and Realities of Total Community Security. Presented by

San Diego State University. Conference is offered for one unit of upper division credit. Registration fee: \$33.00. Information can be obtained from: June Kaiser, College of Extended Studies, External Academics Programs, San Diego State University, San Diego, CA 92182. (714) 286-6224.

November 22-24, 1976. Short Course: Hostage Negotiation. Presented by the Florida Institute for Law Enforcement. Registration fee: \$75.00. Inquiries should be sent to: Robert B. Tegard, Director, Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

November 29-December 4, 1976. Advanced Organized Crime Workshop. To be held in Seattle. For more information, contact: Registrar, National College of District Attorneys, College of Law, University of Houston, Houston, TX 77004. (713) 749-1571.

December 1-2, 1976. Productivity Measurement and Improvement Course. To be

held at the Royal Las Vegas Motor Hotel, Las Vegas. Fee of \$225.00 includes instructional materials and luncheon. However, other meals and lodging are not included. Further information is available from: Michael E. O'Neill, Vice President, Theorum Institute, 1737 North First Street, Suite 590, San Jose, CA. (408) 294-1497.

December 6-17, 1976. Supervisor's Chemical Tests Program. Seminar is designed to qualify personnel for technical program supervision including the supervision of instrument maintenance and the instruction of breath test technicians. Tuition: \$450.00. For more details, see November 8-12 (crisis intervention course).

December 8-10, 1976. Short Course: Executive Development (Philosophy of Management), State Salary Incentive Program. Registration fee: \$75.00. For more information, consult November 22-24.

December 10-11, 1976. Conference: California Corrections — Truth in Sentencing? To be held at Casa Real, Aztec Center, San Diego State University. For more details, see November 19-20.

December 16-18, 1976. Fourth Annual Conference of Region One of the National Black Police Association. To be held at the Stevensville Country Club in Swan Lake, New York. Hosted by the Guardians Association Foundation. For accommodation price list and reservation information, contact: Clem Harris, NBPA Region One, 1219 Union Street, Brooklyn, NY 11225. (212) 467-2063.

1976 TV Season: Where Prime Time Becomes Crime Time

Continued from Page 11

correctional institutions in combating the crime problem in America.

An upcoming installment of Media Watch will be devoted to an in-depth evaluation of the content, quality and entertainment value of the 1976-77 TV season. We ask you to view as many of the returning and new law enforcement related programs and to send your comments about any or all of them to: Media Watch, c/o Dr. Janet E. Fishman, Law Enforcement News, 444 West 56th Street, New York, NY 10019.

The New Shows

Quincy (Sunday, NBC, 8 P.M.). The new edition to the NBC Sunday Mystery Movie (alternating with Columbo, McCloud and McMillan) is Quincy. This crisply directed, if implausibly scripted series, stars Jack Klugman as a Los Angeles medical examiner. Rather than concentrating on the "mysteries" of forensic medicine, this series focuses on Quincy's ability to play traditional sleuth and to solve those murder cases that the regular homicide detectives are unwilling or unable to solve.

Delvecchio (Sunday, CBS, 10 P.M.). Those viewers fond of Kojak may be equally fond of Delvecchio, the smart, tough detective sergeant with a law degree. Star Judd Hirsh is a fine actor who breathes life into the character of Dominick Delvecchio in this well-scripted, ably-directed police drama.

Charlie's Angels (Wednesday, ABC, 10 P.M.). Charlie's Angels are three beautiful young women (Farrah Fawcett-Majors, Kate Jackson and Jaclyn Smith) who, having become bored being uniformed police officers, now work as private detectives. Each week the angels solve the new case assigned to them by Charlie, the never-seen detective agency operative. While this ludicrously scripted, ineptly directed series is overdependent on scanty costumes, cliché

car chases and sophomoric plot ploys, it may be a success in the ratings due to the talent and attractiveness of its leading ladies.

The Tony Randall Show (Thursday, ABC, 9 P.M.). This often amusing situation comedy stars Tony Randall as Walter Franklin, a judge on the Philadelphia "Court of Common Pleas." The focus of the well acted program is on the private life of Judge Franklin, a widower, who has problems coping with his children, housekeeper and female friends, as well as with his court reporters, his secretary and the court stenographer. This show has been well received by the press, but in a recent review in *Variety*, one critic carped that "the 'humanization' of the judiciary in this show has the net effect of debasing the profession, just as it has done to cops and teachers on other series."

Serpico (Friday, NBC, 10 P.M.). This series is loosely based on the life of Frank Serpico, the New York City undercover cop who was instrumental in exposing one of the most serious police corruption scandals in American history. This well directed series stars David Birney, an outstanding performer who brings strength and intensity to his finely tuned characterization of Serpico. Each week, the series follows Serpico in his one-man war against crime in the streets and corruption in the station house.

While this show is praiseworthy in terms of production values, it must be faulted for its intellectual dishonesty as exemplified by its negative presentation of the New York City Police Department. The show portrays Serpico as the only honest cop on the force and stereotypes all other members of the NYCPD as malevolently as it does its criminal of the week. This bias is best illustrated by the particularly violent introduction to each program which con-



David Birney as "Serpico"

tains the following statement:

"One February 3, 1971, at 10:42 P.M., Frank Serpico was shot in the face by Edgar Echevaria. Serpico did not die. The following day, at various precinct houses of the New York City Police Department, a collection was begun to hire a lawyer for Echevaria, and to pay for lessons to teach him to shoot better. This story takes place before that happened."

Holmes and Yoyo (Saturday, ABC, 8 P.M.). This inane series follows the adventures of accident-prone police detective Alexander Holmes (Richard B. Shull) and his new partner, Gregory "Yoyo" Yoyonovich. The "comedy" of this show revolves around the fact that Yoyo is not a human police officer, but, rather, a not-quite-

perfected robot that has been programmed to be a cop. Enough said.

Most Wanted (Saturday, ABC, 10 P.M.). Robert Stack stars as Captain Lincoln "Line" Evers, the resolute leader of a special autonomous unit of the Los Angeles Police Department. Captain Evers and the members of his elite task force are only assigned cases involving extraordinary crime and "most wanted" criminals. In the weeks to come, the show will deal with such crimes as the hijacking of a plutonium convoy and white slavery. In its debut episode, it presented a "most unbelievable" story concerning the hijacking of a plane by a man seeking revenge after his unjust conviction for murder. This will be a "most unwanted" series if the quality of its scripts, direction and acting does not improve.

The Returning Shows

NBC Sunday Mystery Movie — Columbo; McCloud; McMillan; Quincy. (Sunday, NBC, 8 PM)

Kojak (Sunday, CBS, 9 PM)

Police Woman (Tuesday, NBC, 9 PM)

Police Story (Tuesday, NBC, 10 PM)

Blue Knight (Wednesday, CBS, 10 PM)

Baretta (Wednesday, ABC, 9 PM)

Hawaii 5-0 (Thursday, CBS, 9 PM)

Barnaby Jones (Thursday, CBS, 10 PM)

Barney Miller (Thursday, ABC, 8:30 PM)

Streets of San Francisco (Thursday, ABC, 8:30 PM)

Rockford Files (Friday, NBC, 9 PM)

Starsky and Hutch (Saturday, ABC, 9 PM)

Special Media Note

Law Enforcement News readers might wish to catch "Thanksgiving," the November 23 episode of *Police Story* (NBC, 10 P.M.). Joseph Wambaugh, the creator of the anthology series has singled out this episode as "... a leap into realism which even *Police Story* has seldom dared to attempt."

New Products For Law Enforcement

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor. Nothing contained herein should be understood to imply the endorsement of Law Enforcement News.

ALARM SLIDE PROGRAM—"Alarms—Who's Responsible?" is an 18 minute, slide/cassette program designed for use by Police Departments and alarm company technicians to acquaint patrol officers and the general public with guidelines for the selection and proper use and maintenance of burglar and holdup alarm systems.

The presentation was produced jointly by the Los Angeles Police Department and the Western Burglar and Fire Alarm Association for the LAPD's Basic Car Plan program. It is professionally narrated and includes slides showing pictures of subscriber premises, LAPD facilities, equipment and offices, alarm central stations and various alarm devices and instruments.

Complete with 75 slides, an 18 minute cassette narration and a 22 page written script, the program is available as a public service from WBF/AA at a nominal charge.

Copies of the program can be obtained from: Western Burglar and Fire Alarm Association, c/o Morse Signal Devices, 6601 Santa Monica Blvd., Los Angeles, CA 90038.

FINGERPRINT DUSTING POWDER—Although hardly a new product, Lightning Fingerprint Powder is still being used by latent print technicians throughout the world.

First introduced in 1936, the powder is available in two colors. Lightning black has a coal-black hue and adheres to the latent print but not to the background surface. It is a "heavy" powder recommended for most general dusting situations and does not float around in the air.

Lightning silver/gray is recommended

for use on glass, metallic and highly varnished surfaces. It is also used for lifting prints from hard rubber objects, safes and blue steel guns.

Both powders are available from the Lightning Powder Company, P.O. Box 51-57, San Mateo, CA 94402.

COMPUTERIZED SECURITY—A system called the Series 600 Proprietary Computer Based Multiplex Security System has been developed to provide complete communications, computation, and display functions for security, fire and safety systems.

The Series 600 is designed for use in high-rise buildings, on school campuses, in apartments and hotels, and industrial and shopping center complexes. Based on the use of a low cost, flexible, and powerful microcomputer, the system can be used with selection of optional visual and display equipment.

The system's display options include Teletype Line Printers, Annunciator Panels, Map Displays, Cathode Ray Terminals and others. Information is available from Receptors, Inc. 4203 Spencer St. Torrance, CA 90503.

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COUNSELOR AT LARGE

By MICHAEL BLINICK, ESQ.

Reversing the Traditional Rituals of Negotiation

It can be truly said that if the parties to a dispute involving criminal justice questions or other matters are willing to sit down and talk with each other at all, they should consider themselves fortunate. However, it would seem that classic ways of doing this could be changed for the better.

In fact, we should probably invert the standard bargaining process. Normally, each side begins by making demands and counter-demands, which are then compromised in return for concessions from the opponents. But if we look closely at these demands, we'll see that they are merely means to reach certain goals or to protect some interest. In many cases, they are arrived at by "putting the cart before the horse" — by advocating a particular solution without having first defined the problem.

Suppose that each side has a different notion of what the conflict is all about. If so, the solutions they advocate may be contradictory. Even if they share a common goal, the solutions favored by one (or all) parties may not be effective; they may cause unanticipated new problems or may worsen the original problem. So the parties should refrain from advocating particular solutions until each side has stated and explained (1) just what it thinks the problem is, (2) what it thinks the legitimate interests of each party are with respect to the conflict and whatever situation has brought about the conflict, and (3) where relevant, what goals it is trying to achieve both in solving the immediate conflict and in long-term contexts.

The parties may agree with each other on some of these points and may jointly decide to reformulate some of their views so as to enlarge the area of mutual agreement. Only after these initial matters have been articulated and worked out should thought be given to the best methods of accommodating the legitimate interests (hereinafter abbreviated as "LIs") of both sides.

Thus, instead of starting out by arguing which road to take, the parties begin by trying to see if they can agree on a common destination. Once they have one, they can work together to find a road that will lead them there. In more situations than we may realize, a community of interests, based on mutual needs and wants and shared beliefs, exists among those who are at logger heads. Instead of merely compromising in a helter-skelter fashion, we can use this approach to help us decide what should or should not be compromised, and why. It aids us in determining whether or not each demand is fair. It encourages all sides to regard changes in their positions not as compromises made out of weakness, but as desirable alterations that reinforce their viewpoints as just and proper ones.

The following example may help to convey a concrete picture of the procedure.

The particular conflict, let us say, concerns a type of police-community relations problem that occurs in many neighborhoods, regardless of racial composition. Young people complain that the police are "hassling" them with "stop and frisk" tactics, checking occupants of cars, and forcing them to move off street corners. They say, "There's no point in obeying the law, since the cops try to bust us anyway."

Older people in the area claim the problem is, rather, that large and disorderly bands of youngsters are menacing the community by toying aimlessly, bullying younger children, and even intimidating adults. Other youths cruise around in cars, often drinking, speeding, drag-racing, and so forth. They feel that many muggings, store holdups, and burglaries are probably being committed by some of these same juveniles. They add that while they don't want innocent kids mistreated, they want these "packs" controlled; current police tactics don't go far enough.

What are some of the LIs in this situation? The youths legitimately want to be able to meet with their friends peacefully without being harassed and humiliated. But so do the older people, who are often hassled in the same way by "those hoodlums," some of whom are pretty big. The police have an LI in protecting themselves when interrogating anyone (thus the frisking), and those citizens whose cars have been stolen have an LI in recovering them (sometimes requiring "eat stops"). So it is obvious that the people here share at least one goal: personal security from being hassled, whether by officious policemen or unruly youths. (Even the police complain of being "sassed" by juveniles while on patrol.) An earnest teenager protests "At least, if some kids are bothering you, you can call the cops. But if the cops are bothering us, what can we do? Who's going to listen to us, or believe us?"

In addition, the residents all have an LI in preventing the more serious offenses in the neighborhood, and the youngsters have an LI in securing better recreational facilities and training in meaningful jobs. (This enumeration is not exhaustive, of course.)

Once the inventory has been made, instead of continuing their destructive interaction, the parties should begin to work together to accommodate all the LIs concerned. Many specific suggestions could be extracted from the reports of the National Advisory Commission on Criminal Justice Standards and Goals, and from the American Bar Association's Standards Relating to the Urban Police Function (published by the ABA's Project on Standards for Criminal Justice). The National Criminal Justice Reference Service of the Law Enforcement Assistance Administration could supply detailed information on successful steps taken by other localities, such as the institution of "neighborhood team policing." This use of outside resources can be the key factor that infuses new hope into what otherwise may seem like an endless treadmill.

The ideas set forth here are a considerable departure from what others have urged in regard to "conflict resolution." In fact, many times when this process is employed, the disputants are surprised to learn that there was no real conflict between them after all. That is, there may turn out to be no actual disparity between the LIs of the parties, even though there may be a "false conflict" between what each side thinks it wants, needs, or deserves.